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international review of the red cross



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The **International Committee of the Red Cross (ICRC)**, together with the League of the Red Cross and Red Crescent Societies and the 144 recognized National Red Cross and Red Crescent Societies, is one of the three components of the International Red Cross and Red Crescent Movement.

An independent humanitarian institution, the ICRC is the founding body of the Red Cross. As a neutral intermediary in case of armed conflicts or disturbances, it endeavours on its own initiative or on the basis of the Geneva Conventions to protect and assist the victims of international and civil wars and of internal troubles and tensions, thereby contributing to peace in the world.

*The International Review of the Red Cross
wishes its readers
all the best for 1987*

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SEVERAL MAJOR HUMANITARIAN ISSUES DEALT WITH BY THE TWENTY-FIFTH INTERNATIONAL CONFERENCE OF THE RED CROSS

It is true that the Twenty-fifth International Conference of the Red Cross (October 1986), the work of which was extensively reported by the International Review of the Red Cross in its special November-December 1986 issue, was marked by the suspension of the South African government delegation.

That event should not, however, be allowed to overshadow the Conference's many achievements, which are as much an expression of the dynamic character of the International Red Cross as of its members' will to pursue and develop its humanitarian mission.

Two subjects had a preponderant place in the work of the Twenty-fifth International Conference: the new Statutes for the "International Red Cross and Red Crescent Movement", and respect for international humanitarian law.

This issue of the Review contains the complete texts of the Movement's Statutes and Rules of Procedure as they were adopted on 31 October 1986 (see pp. 25-59). An off-print is also planned.

It is an understatement to say that the new Statutes are an improvement on those of 1952. Among the most significant features is the Preamble which, for the first time in the Movement's legislative history, sets down side by side the constituents of its raison d'être, its purpose and its motivation, namely, its basic mission, its Fundamental Principles, its mottoes and its contribution to peace.

The new title "International Red Cross and Red Crescent Movement", or "International Red Cross", emphasizes the dynamic character of an institution which has, since its creation, lived for and by universal humanitarian endeavour. Another merit of the Statutes is

that they set out clearly the role of each of the Movement's components, especially that of the National Societies, and accentuate the co-operation between the States party to the Geneva Conventions and these components. The adoption of the Statutes by consensus is a good sign.

*
* *

Respect for international humanitarian law was once again a major theme of the deliberations. The report on the subject presented on 27 October 1986 by President Hay to the Conference's Commission on International Humanitarian Law is, as announced in the last issue of the Review, published in its entirety in this issue (see pp. 60-79).

The previous issue of the Review contained an account of the lively debate that followed the presentation of the report at the Conference.¹ It should be remembered that the Conference finally adopted by consensus a resolution in which it expressed its profound concern about the difficulties created for the ICRC in its efforts to protect and assist all the military and civilian victims of armed conflicts. The resolution appeals to all Parties involved in armed conflicts to respect fully their obligations under international humanitarian law and to enable the ICRC to carry out its humanitarian activities.

The community of States is aware of these distressing problems. This was demonstrated when the Organization of American States adopted a resolution asking its members to continue their support for the work of the ICRC (see pp. 115-116), while in November last the General Assembly of the United Nations echoed the International Conference of the Red Cross and asked the States parties to the 1949 Geneva Conventions to become party also to the Additional Protocols "at the earliest possible date" (see pp. 117-118).

*
* *

Other major questions dealt with by the Twenty-fifth International Conference were the protection of prisoners of war and civilians during armed conflicts, tracing activities and reuniting families. In connection with this, the Review has the pleasure of publish-

¹ IIRC, No. 762, November-December 1986, pp. 327-329.

*ing a study by an ICRC legal expert on **National Information Bureaux**, whose basic task is to collect and transmit all available information on protected persons. The author concentrates on a description and analysis of the legal, convention-based, indirectly convention-based and non-convention-based aspects and the procedure usually followed by the States (see pp. 6-24).*

The International Conference also adopted important resolutions on the Protocols additional to the Geneva Conventions, on the dissemination of knowledge of international humanitarian law and the Movement's principles and ideals, and on refugees. The Review will have the opportunity, in later issues in 1987, to analyse, comment upon and illustrate these different subjects.

*But at the same time the Review would like to provide more space to the Movement, which has just acquired some **new National Societies** (see pp. 80-89), reporting on what the different components, especially the National Red Cross and Red Crescent Societies, are doing and trying to do, what their difficulties are. The work of the Spanish Red Cross in aid of society's dropouts is an initial example (see pp. 101-104) which, we hope, will be followed by many others.*

Finally, the Review will endeavour to inform its readers about the great humanitarian goals shared by other humanitarian institutions.

In presenting its best wishes for 1987 to all its readers, the Review will strive, with their help, to increase the Movement's cultural heritage and to strengthen ties between its members.

The Review

The National Information Bureau in Aid of the Victims of Armed Conflicts *

by Marco Sassòli

I. INTRODUCTION

War separates families; it separates prisoners of war from the Power on which they depend and civilians from their country of origin or residence. Uncertainty about what has happened to a loved one who is missing on the battlefield or in enemy-controlled territory is much more difficult to bear than the news that he has been captured and interned by the enemy, or sometimes even that he is dead. Moreover, registering a captured person helps to protect him. The provisions for obtaining, collating and transmitting this type of information are a major step forward in international humanitarian law. The National Information Bureau (hereinafter NIB) plays a key role in the system laid down for this purpose by the 1949 Geneva Conventions. The NIB has the important but difficult task of obtaining and transmitting information on protected persons of the adverse party who are in the hands of the party to the conflict to which the NIB belongs.

The setting up of an office to reply to inquiries about prisoners of war in belligerent States and neutral countries was already prescribed by the Hague Conventions of 1899 and 1907 on land warfare.¹ The Geneva Conventions of 1929² and 1949 relating to

* Expanded version of a presentation made to the Seminar on National Information Bureaux organized by the International Institute of Humanitarian Law, in conjunction with the Swedish Commission on National Information Bureaux on 30 and 31 May 1986 in Stockholm.

¹ See Art. 14 of the Regulations respecting the Laws and Customs of War on Land, annexed to the Hague Conventions of 1899 and 1907.

² See Art. 77 of the Convention.

the treatment of prisoners of war extended and more closely defined the tasks of such bureaux. Finally, the Fourth Geneva Convention of 1949 relating to the protection of civilians in war-time also provides for an NIB to carry out similar tasks in aid of protected civilians.

The NIB, which must, as we will see, be operative the very first day of a conflict, cannot be improvised, especially in a conflict affecting a large number of protected persons. It is therefore extremely advisable to prepare for it in peacetime, just as military, economic and other preparations are made for the eventuality of war. Thus a resolution entitled "National Information Bureau" was adopted by consensus at the Twenty-fifth International Conference of the Red Cross and "urges the States Parties to the Conventions to consider taking such measures as may be necessary to institute their National Information Bureau in peacetime in order for it to fulfil its tasks as soon as possible at the outbreak of an armed conflict".

We therefore feel it useful to set out the States' obligations concerning NIBs, cite the relevant provisions in the Conventions and discuss several related problems, in particular the possible role of National Red Cross or Red Crescent Societies (hereinafter National Societies). In section II, we will look at the NIB and its tasks as set out in the Conventions. In Sections III and IV, we will consider which supplementary tasks might be assigned to NIBs.

II. THE NATIONAL INFORMATION BUREAU AS SET OUT BY THE 1949 GENEVA CONVENTIONS

1. The legal status of National Information Bureaux

As soon as an international armed conflict or occupation begins, each party to the conflict must organize a NIB and ensure that it can work efficiently.³ Neutral Powers which may have

³ See Art. 122 (1) of the Third Convention and Art. 136 (1) of the Fourth Convention. The text of these provisions does not speak of a "National Information Bureau" but of an "official Information Bureau". However, as the title in the margin of these two articles is "National Bureau", the term "National Information Bureau" will be used hereinafter to indicate the Bureaux provided for by Article 122 of the Third Convention and Article 136 of the Fourth Convention.

received persons protected by the Third Convention have the same obligation.⁴

1.1. *Organization responsible for the NIB*

The Conventions give no specific instructions as to the nature, composition or working methods of the NIB. Neither do they state which body shall be responsible for establishing and running it. The NIBs which were set up during the Second World War, particularly those which dealt with prisoners of war, were usually run directly by government authorities. Others, especially those dealing with civilians, were created by the National Societies. The preparatory work for the Geneva Conventions of 1949 shows that the National Societies wished to be given responsibility for the NIB. But the Conference of Government Experts which prepared the 1949 Conventions preferred to leave matters indefinite and allow the Government complete freedom in this respect.⁵ The resolution of the Twenty-fifth International Conference quoted above is also unspecific as to who should run the NIB. It confines itself to recommending “that the States Parties to the Conventions invite their Red Cross or Red Crescent Society as well as the ICRC to lend such assistance needed to establish the National Information Bureau”.

From a legal point of view, it might be said that the NIB's independence vis-à-vis the State should not be too great, as it is the latter's international responsibility to ensure that the NIB performs its duties properly. In order to assume that responsibility conscientiously, the State must to some extent monitor and control the NIB's work. Likewise, unless it has a close working relationship with the State administration, the NIB cannot carry out its task of

⁴ Article 122 (1), second sentence, of the Third Convention. Regarding protected civilians transferred to a neutral Power, the Fourth Convention contains no obligation to organize a NIB. But Art. 45 (3) of the Fourth Convention states that a third State which agrees to accept protected civilians is responsible for the Convention being applied to them; this includes the obligation to inform the families of what has happened to them. It is possible to assign this task to the NIB although it is not expressly mentioned as one of its tasks by the Conventions (for “supplementary Convention-based activities”, see Chapter III).

⁵ Pictet, Jean, ed., *The Geneva Conventions of 12 August 1949, Commentary*, vol. IV, *Geneva Convention relative to the protection of civilian persons in time of war*, ICRC, Geneva, 1958, p. 523, and vol. III, *Geneva Convention relative to the treatment of prisoners of war*, ICRC, Geneva, 1960, p. 574.

gathering, from various branches of the administration, the requisite information on protected persons in the hands of the State. In practice, it is often easier to obtain information from an unco-operative department or reconcile divergent points of view if the NIB, rather than being a non-governmental body, is itself part of the administration and can thus appeal to its superiors in the hierarchy.

In addition, it should not be forgotten that the Detaining Power may, for security reasons, look askance at contacts developing between persons belonging neither to the armed forces nor the security services and prisoners of war or other enemy aliens. If the NIB is run by a National Society, obtaining the necessary information on protected persons can thus be made difficult. Moreover, members of the National Society who work for the NIB could be confronted with the dilemma of a clash between their humanitarian duty and their duty as citizens of the Detaining Power. Finally, the fact that it is the National Society which sets up and runs the NIB could to some extent diminish the belligerents' sense of responsibility, thus reinforcing their tendency to let the Red Cross discharge their humanitarian obligations for them.

The establishment of the NIB therefore remains at all times a government task. If the government entrusts the task of running it to the National Society, the latter must be conscious of the fact that it is doing work for which the State is responsible. For this reason, and to preserve the National Society's independence in performing its traditional tasks, the NIB's activities should then be entrusted to an autonomous service of the National Society.

1.2. *One NIB or several NIBs?*

A State may assign the duties of the NIB as set out in Art. 122 of the Third Convention and those in Art. 136 of the Fourth Convention to two separate bodies. This may be practical if the NIB is run by the government, because the authorities responsible for civilians in its power are not usually the same as those responsible for prisoners of war. If, however, the NIB is not integrated into the government administration, it is probably better to assign the two tasks to the same organization because, firstly, the technical problems involved are very similar and, secondly, doing so avoids gaps or duplication of effort in registering protected persons and obtaining information about them.

2. The tasks of the National Information Bureau as set forth in the Conventions

2.1. *Obtaining information*

The various departments of the government administration must forward to the NIB the following information, documents and objects:

- a) In the case of wounded, sick, shipwrecked or dead combatants in the hands of the Power responsible for the NIB:
 - any particulars which may assist in their identification,⁶
 - certificates of death or duly authenticated lists of the dead,⁷
 - the location of graves and particulars of the dead interred in them.⁸
- b) In the case of prisoners of war held by the Power responsible for the NIB:
 - information regarding their identity, their capture, their health or a change of situation affecting them,⁹
 - personal articles of value which were not restored to prisoners upon their repatriation,¹⁰
 - notification that an escaped prisoner has been recaptured,¹¹
 - death certificates.¹²
- c) In the case of protected civilians who are kept in custody for more than two weeks, are subjected to assigned residence or interned:¹³

⁶ See Art. 16 (1) and (2) of the First Convention and Art. 19 (1) and (2) of the Second Convention.

⁷ See Art. 16 (3) of the First Convention and Art. 19 (3) of the Second Convention.

⁸ See Art. 17 of the First Convention and Art. 20 of the Second Convention.

⁹ See Art. 122 (4), (5) and (6) of the Third Convention.

¹⁰ See Art. 119 (2) of the Third Convention.

¹¹ See Art. 94 of the Third Convention.

¹² See Art. 120 (2) of the Third Convention.

¹³ Art. 136 (2) of the Fourth Convention specifies the persons involved. It should be noted that this article was placed, at the express request of the ICRC, in Section V and not in Section IV of Part III of the Fourth Convention. It therefore applies not only to civilian internees but to all persons protected by the Fourth Convention.

- information relating to their identity and health,¹⁴
- the fact that these protected persons are in one of the above-mentioned situations and notification of any change affecting them,¹⁵
- personal valuables left by these protected persons,¹⁶
- lists of graves in which interned civilians who have died are interred.¹⁷

d) In the case of children living in territories occupied by the Power responsible for the NIB:

- all the data necessary for the identification of children whose identity is in doubt.¹⁸

Some of this information, for example that relating to the death, escape or release of a protected person, should at all times be available from the Detaining Power and the NIB must be sure to obtain it, come what may. Gathering further information, on the other hand, depends on the willingness of the protected persons themselves. If they refuse or are unable to furnish it, the NIB is released from its obligation. Prisoners of war are bound to give only their surname, first names, rank, date of birth and serial number.¹⁹ If they refuse to give that information, they may not be coerced.²⁰ Likewise, any coercion of a civilian to obtain information is prohibited.²¹

2.2. *Transmission of information*

The NIB must transmit all the information²² and documents it

¹⁴ See Art. 138 (1) and (2) of the Fourth Convention.

¹⁵ See Art. 136 (2) of the Fourth Convention.

¹⁶ See Art. 139 of the Fourth Convention.

¹⁷ See Art. 130 (3) of the Fourth Convention.

¹⁸ See Art. 50 (4) of the Fourth Convention. The NIB must have a branch office in territories occupied by the Power to which it belongs, if only to carry out this task. But such an office is usually also necessary in order to obtain information on protected persons detained in an occupied territory by the Power to which the NIB belongs.

¹⁹ See Art. 17 (1) of the Third Convention.

²⁰ See Art. 17 (4) of the Third Convention.

²¹ See Art. 31 of the Fourth Convention.

²² Except that on children in occupied territories, which is provided for in Art. 50 (4) of the Fourth Convention; this information should probably not be forwarded automatically, but merely stored and thus make it possible to reply to requests.

receives to the Central Tracing Agency²³ and the Protecting Power.²⁴ Personal valuables must be forwarded to protected persons, either directly by the NIB or through the Central Tracing Agency or the Protecting Power.

The Protecting Power must forward the information, documents and valuables it receives to the State which it represents. The Central Tracing Agency forwards them to the following:

- a) in the case of civilians, to their country of origin and/or their country of residence;²⁵
- b) in the case of combatants and prisoners of war, to their country of origin and/or the Power on which they depend.²⁶

It should be pointed out that the obligation to transmit this information is not absolute, at least with regard to civilians. Indeed, the Fourth Convention contains a provision that such information should not be transmitted to the country of origin or of previous residence in cases where "the transmission might be detrimental to the person concerned or to his or her relatives".²⁷ In such cases, it must be forwarded only to the Central Tracing Agency (CTA), which likewise will not transmit it to the country of origin or a country of previous residence "in cases where such transmissions might be detrimental to the persons whom the said information concerns, or to their relatives".²⁸

²³ The Third Convention refers to a "Central Prisoners of War Information Agency" (Art. 123) and the Fourth Convention refers to a "Central Information Agency for Protected Persons" (Art. 140). As the work of these two agencies is always, in practice, entrusted to the CTA, a permanent institution which is a department of the ICRC in Geneva, we will hereinafter speak of the CTA.

²⁴ See Art. 122 (3) of the Third Convention and Art. 137 of the Fourth Convention. If the NIB must choose between two Protecting Powers because a civilian has a country of origin other than his country of residence or because a prisoner of war depends on a Power other than his country of origin, it should make its choice on the basis of the CTA's criteria as set out in notes 25 and 26.

²⁵ Art. 140 (2) of the Fourth Convention. If a civilian's country of origin and country of residence are not the same, the CTA forwards the information to one of the two countries or to both. It chooses between these countries according to the interests of the protected person and bearing in mind that it is above all for the family that the information is forwarded (see Pictet, *op. cit.*, vol. IV, p. 530).

²⁶ See Art. 123 (2) of the Third Convention. In practice, if the Power on which the prisoner depends is not his country of origin, the CTA will not transmit information to the latter unless the prisoner consents, as this may inform that government that its citizen has enlisted in the armed forces of a foreign country.

²⁷ Art. 137 (2) of the Fourth Convention.

²⁸ Art. 140 (2) of the Fourth Convention.

The Conventions require that the information forwarded “shall make it possible quickly to advise the next of kin concerned”.²⁹ The Power which receives the information must therefore forward it as quickly as possible to the families.

2.3. *Replying to enquiries*

The NIB not only passes on the above-mentioned information but stores it as well. Under the Conventions, the NIB must reply to all enquiries it receives concerning protected persons.³⁰ The Third Convention requires the NIB to “make any enquiries necessary to obtain the information which is asked for if this is not in its possession”.³¹ In order to meet its obligation to answer all enquiries, the NIB must do so for civilians as well,³² although this task is not expressly laid down in the Fourth Convention. Forwarding a death certificate would be one way of replying to an enquiry.

The Diplomatic Conference of 1949 did not accept the United Kingdom’s proposal³³ to specify who may make enquiries. Enquiries usually come from the adverse Party, the CTA or a National Society, but they may also be made directly by the families, or by the NIB of the adverse Power as part of its supplementary Convention-based activities, in aid of its compatriots (a definition of these activities is given in Chapter III).

3. **Facilities granted to the NIB**

Various provisions are intended to facilitate the transmission of information by the NIB:

a) Under the Conventions, mail between the NIB and the CTA

²⁹ See Art. 122 (4) of the Third Convention and Art. 138 (1) of the Fourth Convention.

³⁰ See Art. 122 (7) of the Third Convention and Art. 137 (1) of the Fourth Convention.

³¹ Art. 122 (7) of the Third Convention.

³² See Pictet, *op. cit.*, vol. IV, pp. 530/531.

³³ See Final Record of the Diplomatic Conference of Geneva of 1949, Federal Political Department, Berne, 1950 and 1951, vol. III, p. 91.

must be exempt from postal, transport and, so far as possible, telegraphic charges.³⁴

- b) The Universal Postal Convention exempts from charges all letters, parcels and money orders which are forwarded, received or sent by the NIB in connection with prisoners of war and civilian internees.³⁵
- c) Under regulations adopted by the International Telecommunication Union, telegrams sent by a NIB or one of its delegations in the course of their duties under the Conventions will cost only 25% of the normal rate.³⁶
- d) Correspondence, lists and reports exchanged between the NIB and the CTA may be conveyed by transport specially organized by the ICRC or the Protecting Powers.³⁷

4. NIBs in State practice

In the years since 1949, Parties to international armed conflicts have frequently neglected their obligation to create a NIB and its work has been done *de facto* by ICRC delegates, visiting protected persons³⁸ and using all the information brought to their knowledge. But it would be incorrect to say that the obligation to establish a NIB has fallen into disuse. In order to comply with the Conventions, the Parties to a conflict do not necessarily have to create a separate organization and give it the official title of National Information Bureau. It is enough if some branch of government pools the relevant information on protected persons and forwards it to the CTA and the Protecting Power if there is one. As the CTA has, since 1949, repeatedly received such infor-

³⁴ See Art. 74 and 124 of the Third Convention and Art. 110 and 141 of the Fourth Convention.

³⁵ See Art. 16 (3) of the Universal Postal Convention in its 1984 version.

³⁶ See Art. 64, para. 3, of the Telegraph Regulations (revised in Geneva, 1958) annexed to the International Telecommunication Convention. All telegraph services are obliged to accept these telegrams bearing the prefix RCT (see the 1977 Orange Book of the International Telegraph and Telephone Consultative Committee of the International Telecommunication Union, Vol. II.3, nos. A 287-297).

³⁷ See Art. 75 of the Third Convention and Art. 111 of the Fourth Convention.

³⁸ Visits provided for by Art. 126 of the Third Convention and Art. 143 of the Fourth Convention.

mation from government authorities or National Societies,³⁹ it can be said that in these cases the obligation to set up a NIB was at least acknowledged.

The States have not been inactive either as regards peacetime preparations for establishing a NIB, preparations not explicitly prescribed by the Conventions but nonetheless indispensable to fulfil quickly and efficiently, in the event of conflict, the obligations they entail.

Some States have already prepared for the creation of a NIB by assigning to the National Society the task of running it. Others have issued the necessary instructions within the government administration or arranged for a separate organization to be set up. Another solution adopted is a mixed organization run both by representatives of the government departments concerned and by the National Society. But many States seem as yet to have made no preparations at all. In some cases, the failure to do so seems due to the belief that the preparation of a NIB in peacetime requires a high investment of money and staff.

This fear is unfounded. Especially if the preparations are confined to the NIB's tasks as expressly provided for in the Conventions, it can be enough to place one person in charge,⁴⁰ give the necessary instructions to the various government departments likely to have the relevant information in wartime, and to train several volunteers who in turn would train the necessary additional staff in the event of conflict. A National Society can assist its government above all in this respect, namely by sharing the experience of its tracing service with the future NIB.⁴¹ In any case, it can remind its government of its obligation under the Conventions, ask it which preparatory measures have been taken to meet those obligations and if need be assist it to complete such preparations.

³⁹ See, for example, Djurovic, Gradimir, *L'Agence centrale de Recherches du Comité international de la Croix-Rouge*, Genève, 1981, pp. 254, 257-264 and, more particularly, *ICRC, Annual Report*: 1950, p. 51, 1951, pp. 55-56; 1952, p. 52; 1956, p. 26; 1961, p. 28; 1963, pp. 26, 27, 36; 1965, pp. 18, 44; 1967, pp. 7, 25; 1968, p. 30; 1969, p. 27; 1970, pp. 38, 75; 1971, p. 57; 1973, pp. 12, 50; 1977, p. 36; 1978, pp. 18, 27; 1982, p. 31; 1984, p. 14.

⁴⁰ In peacetime, this person need not deal full-time with that task.

⁴¹ Thus, Resolution XIV adopted by the Twenty-fifth International Conference of the Red Cross with regard to NIBs recommends that States "invite their Red Cross or Red Crescent Society as well as the ICRC to lend such assistance needed to establish the National Information Bureau".

III. ACTIVITIES BASED ON THE CONVENTIONS BUT NOT ASSIGNED BY THEM TO THE NIB

In addition to the above-mentioned tasks which are expressly assigned to the NIB by the Conventions, each State party to a conflict ⁴² is of course free to assign the NIB other tasks which are also specified by the Conventions but not expressly assigned to the NIB. As those tasks are also performed on behalf of protected persons, using the same techniques and requiring the same knowledge, it might even be advisable to assign them to the NIB but only if the NIB can be relied upon to carry them out quickly and conscientiously. As the tasks mentioned below are specified by the Conventions without being expressly assigned to the NIB, we shall call them supplementary Convention-based activities.

These activities must be divided into two categories: those on behalf of protected persons of enemy nationality,⁴³ either civilian or military, who are in the hands of the State to which the NIB belongs (we shall term them “protected enemy aliens”) and those on behalf of protected persons of the same nationality as the NIB who are in enemy hands (hereinafter referred to as “compatriots” of the NIB).

1. Supplementary Convention-based activities on behalf of protected enemy aliens

We have seen that under the Conventions the NIB works on behalf of protected enemy aliens. Some of the activities involved, however, though laid down in the Conventions, are not expressly assigned by the Conventions to the NIB and are therefore supplementary Convention-based activities. But it is often wise to entrust them to the NIB because both they and the activities specifically assigned to it by the Conventions concern the same persons and because carrying them out facilitates and complements the NIB's

⁴² As well as the neutral Powers mentioned in Article 4.B (2) and 122 (1) of the Third Convention.

⁴³ In the case of a NIB created by a neutral Power, they are of course not enemy aliens, but combatants who depend on one of the States party to the conflict.

mandate under the Conventions. Four types of activity may be delineated:

1.1. *Forwarding other information and documents relating to protected enemy aliens*

Under the Conventions, a State party to a conflict must forward to the Central Tracing Agency a number of documents concerning enemy aliens in its hands.⁴⁴ There is no reason why a State party to a conflict could not instruct its NIB to perform this task, considering that the NIB is the CTA's normal 'correspondent'. Likewise, the NIB may be assigned the task of transmitting to the Protecting Power information on legal proceedings instituted against a protected person or administrative steps taken vis-à-vis protected persons.⁴⁵

1.2. *Registering persons who have been captured or interned*

The Detaining Power must enable each prisoner of war and civilian internee to fill in respectively a capture card⁴⁶ or internment card.⁴⁷ This must be done as soon as possible after the person is captured or interned and not later than one week after his arrival in a camp. These cards have two sections, one of which must be forwarded directly to the family, the other to the CTA. A Detaining Power could give its NIB the task of registering these persons and forwarding the cards. Indeed the NIB could then at the same time carry out its task under the Conventions of obtaining the information which it must transmit to the adverse Party.⁴⁸ However, if the National Society or another organization which is not actually part of the government is put in charge of the NIB, it is difficult, for practical reasons, to imagine that a representative of that organization would be present to register the protected person at the initial questioning by the Detaining authorities.

⁴⁴ See Art. 30 (4), 54 (2), 68 (2), 77 (1) of the Third Convention and 91 (4), 113 (1) and 129 (3) of the Fourth Convention.

⁴⁵ See Art. 104 and 107 of the Third Convention and Art. 43 (2), Art. 71 (2) and (3) and Art. 75 of the Fourth Convention.

⁴⁶ See Art. 70 of the Third Convention.

⁴⁷ See Art. 106 of the Fourth Convention.

⁴⁸ See above, Chapter II, 2.1.

1.3. *Forwarding the correspondence of protected persons in the hands of the State to which the NIB belongs*

Prisoners of war,⁴⁹ civilian internees⁵⁰ and all persons protected by the Fourth Convention⁵¹ must be allowed to send and receive letters and cards. It would be feasible for the Detaining Power⁵² to give its NIB the task of forwarding this correspondence.⁵³ On the other hand, the task of censoring or—if necessary—limiting such correspondence should always be assigned to a government authority and may never be carried out by a National Society, even if that Society is placed in charge of the NIB.

1.4. *Tasks prescribed by Protocol I*

Additional Protocol I of 1977 does not mention the NIB but it provides for the transmission of information on missing persons and the registering of some categories of persons for whose registration there is no provision in the Conventions.⁵⁴ As these activities are very similar to the tasks assigned to the NIB by the Conventions, it seems perfectly natural to place the NIB in charge of them.

2. The NIB's supplementary Convention-based activities on behalf of its compatriots

As we have seen, under the Conventions the NIB is concerned only with protected persons in the hands of the State to which it belongs and not with its compatriots in the hands of the adverse Party. But a Party may ask its NIB to concern itself with those persons as well.

⁴⁹ See Art. 71 of the Third Convention.

⁵⁰ See Art. 107 of the Fourth Convention.

⁵¹ See Art. 25 of the Fourth Convention.

⁵² Or the Power in whose hands the persons protected by the Fourth Convention are.

⁵³ The NIB is entitled to exemption from postal dues under Art. 16 (1) and (2) of the 1984 version of the Universal Postal Convention.

⁵⁴ See Art. 33 and 78 of Protocol I.

2.1. Tasks which may be assigned to the NIB in this respect

A Party to a conflict may specify that it does not wish to receive information and documents from the CTA and the Protecting Power concerning persons in the hands of the adverse Power,⁵⁵ and ask instead for the information and documents to be sent to its NIB, which will then forward them directly to the families.

The NIB may also be assigned the task of gathering all the requests from families to trace persons in the hands of the adverse Power and replying to these requests on the basis of its own information, or forwarding them to the CTA or the NIB of the adverse Power.⁵⁶ By assuming all these supplementary Convention-based activities, the NIB would in a way become the permanent partner of the adverse Power's NIB in activities assigned to that NIB by the Conventions.

Likewise, a State may instruct its NIB to forward to the families the capture cards and internment cards received from the adverse Power, to distribute to the families the mail received from protected persons in the hands of the adversary State and to collect the replies from those families.

Finally, a NIB which is entrusted with these supplementary Convention-based activities on behalf of its compatriots can play a major role in reuniting families, because it will already have in its possession some of the necessary information. Thus, a State can instruct its NIB to facilitate, by pooling and forwarding information, "enquiries made by members of families dispersed owing to the war, with the object of renewing contact with one another and of meeting, if possible".⁵⁷ And the NIB may be accepted—in some cases even by both Parties to the conflict—as the "organization engaged in this task", i.e. the organization provided for in Art. 26 of the Fourth Convention and Art. 74 of Protocol I.

2.2. Problems related to such a mandate

As all these activities on behalf of compatriots are typically and traditionally performed by the National Society, it would seem

⁵⁵ As provided for in Art. 122 (3) and Art. 123 (2) of the Third Convention and Art. 137 (1) and 140 (2) of the Fourth Convention.

⁵⁶ Even in this case, families naturally remain entitled to correspond directly with the CTA.

⁵⁷ Art. 26 of the Fourth Convention.

particularly advisable to assign them to the NIB if it is run by the National Society.

On the other hand, if the running of the NIB is not entrusted to the National Society but to a governmental organization, assigning these activities to the NIB presents considerable problems. First of all, in such a case the government would be encroaching upon classic National Society activities. Unlike the National Society, the NIB will often not have local branches which can make direct contact with the families. This may give rise to particularly difficult problems if, although the families are in a part of the territory of the State to which the NIB belongs, that territory is occupied by the adverse Power.

Secondly, modern international conflicts are often accompanied by internal tensions or even open internal conflict. In such circumstances, families may not consider a governmental organization trustworthy enough for obtaining information on relatives in the hands of the adverse Party to the international conflict.

Finally, the assignment of supplementary Convention-based activities in aid of its own nationals to a NIB run by a government body poses a major problem if the territory of one Party to a conflict is entirely occupied by the adverse Party, for in such a case, the Occupying Power will hold that under the Conventions the NIB is competent only for enemies in the hands of the State to which it belongs. However, no one can be in the hands of a State whose territory is entirely occupied. Therefore as far as its explicitly Convention-based activities are concerned, the NIB of a State whose territory is entirely occupied no longer has a *raison d'être*. Conversely, the above-mentioned supplementary Convention-based activities on behalf of compatriots become very important in such a situation where the government authorities have often ceased to exist. It therefore seems important not to assign these activities to a government agency which might cease to have a legal basis for its existence and might become unable to continue operating; they would be better carried out by the National Society, which is protected against the occupying Power by Article 63 of the Fourth Convention. This can of course be done by assigning all of the NIB's tasks to the National Society, or by assigning to a government-run NIB only the explicitly Convention-based and supplementary Convention-based tasks in aid of enemy aliens and leaving the others to the National Society.

In any case, it would seem wise to keep quite separate within the NIB the services or at least the files regarding its compatriots and

those regarding enemy aliens in the hands of the State to which it belongs.⁵⁸

In conclusion, it should be stressed that a National Society can carry out most of these supplementary Convention-based activities on behalf of nationals of its own country even if it does not itself run the NIB. In practice, it will be much easier for a National Society to carry out activities on behalf of its own compatriots than to work exclusively in aid of protected persons who are citizens of an adverse State, as does a NIB which performs only those activities expressly assigned to it by the Conventions.

IV. POSSIBLE NIB ACTIVITIES NOT BASED ON THE CONVENTIONS

A NIB, both in wartime and in peacetime, may take on all manner of tracing activities for which there is no provision in the Conventions. It can, in wartime, carry out tracing activities in aid of displaced persons or other categories of persons who are not designated by the Conventions as beneficiaries of the NIB's work. It can continue its explicitly Convention-based and supplementary Convention-based activities when the conflict is over. It can carry out tracing activities on behalf of victims of conflicts in which the State to which it belongs is not involved⁵⁹ and, finally, it can carry out tracing activities when natural disaster strikes.

It may be advisable to assign these tasks, like the supplementary Convention-based activities on behalf of compatriots, to the NIB, which has the requisite expertise and know-how to carry them out. This would also enable the NIB's staff to acquire experience in peacetime in the various tracing activities.

⁵⁸ Having two files does not bring with it the risk of gaps or overlapping with regard to registered persons, because it is always possible to know whether a person to be registered or traced is a compatriot of the NIB or an enemy alien. And should the territory of the State to which the NIB belongs be completely occupied, the NIB will often have to give the Occupying Power information it has on the latter's citizens, whereas it must retain the file dealing with its compatriots.

⁵⁹ It should, however, be remembered that activities in aid of military internees, i.e. combatants in a conflict between third countries who are interned by a neutral Power, are activities assigned to a NIB by the Conventions; see Art. 122 (1) in conjunction with Art. 4.B (2) of the Third Convention.

But this should be done only if the NIB is run by the National Society, because assigning such activities to a government agency can entail the same problems as those we saw above⁶⁰ in connection with supplementary Convention-based activities on behalf of compatriots.

The National Society can, of course, perform these non-Convention-based tasks without being assigned to run the NIB. Indeed, these activities are today already commonly carried out by a large number of National Societies throughout the world and, in legal and logical terms, have nothing to do with the tasks of the NIB.

V. CONCLUSION

International humanitarian law provides for five different means of informing families (and States) what has happened to missing relatives, civilians or combatants. The NIB has the following role:

1. Passing on information about prisoners of war and protected civilians

The NIB of the Detaining Power has an obligation under the Conventions to provide the adverse State, via CTA and the Protecting Power, with all the necessary information on protected persons. The NIB of the Power of Origin⁶¹ may be given the supplementary Convention-based task of receiving that information and transmitting it to the families.

2. Forwarding official documents, and information concerning legal proceedings instituted against protected persons

The NIB of the Detaining Power has the obligation under the Conventions of forwarding certain types of documents. It may have the supplementary Convention-based task of forwarding other types of documents, as well as information pertaining to legal proceedings instituted against protected persons. The NIB

⁶⁰ See above, Chapter III, 2.2.

⁶¹ In this conclusion, the term "Power of Origin" is used to indicate the Power on which the prisoners of war depend or their country of origin; for protected civilians, it means their country of origin or of residence.

of the Power of Origin may have the supplementary Convention-based task of receiving those documents and information.

3. Forwarding capture cards and internment cards

The NIB of the Detaining Power may have the supplementary Convention-based task of helping the Detaining Power to meet its obligation of enabling prisoners of war to fill in capture cards and civilian internees to fill in internment cards. It may also be instructed to forward those cards to the CTA and the Power of Origin of the above-mentioned persons. The NIB of the Power of Origin may have the supplementary Convention-based task of taking receipt of those cards and forwarding them to the families.

4. Replying to requests

The NIB of the Detaining Power has the explicitly Convention-based obligation of replying to all requests concerning prisoners of war and protected civilians and of making the inquiries necessary to obtain the requested information. As a supplementary Convention-based activity, it should also reply to the requests for which there is provision in Protocol I.

The NIB belonging to the Power of Origin of the above-mentioned persons may have the supplementary Convention-based task of gathering the requests concerning persons in the hands of the adverse Party, replying to those requests or forwarding them to the CTA or the NIB of the adverse Party.

5. Exchange of Correspondence

The NIBs of the Detaining Power and of the Power of Origin may forward, as a supplementary Convention-based activity, the correspondence between prisoners of war and persons protected

by the Fourth Convention on the one hand, and their families on the other.

It should be remembered, finally, that all the NIB activities which we have mentioned in this conclusion as being supplementary Convention-based may also be carried out by a National Society which is not responsible for the running of the NIB.

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**STATUTES
OF THE INTERNATIONAL RED CROSS
AND RED CRESCENT MOVEMENT**

*(adopted by the Twenty-fifth International Conference
of the Red Cross at Geneva in October 1986)*

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Statutes of the International Red Cross and Red Crescent Movement

PREAMBLE

The International Conference of the Red Cross and Red Crescent,

Proclaims that the National Red Cross and Red Crescent Societies, the International Committee of the Red Cross and the League of Red Cross and Red Crescent Societies together constitute a worldwide humanitarian movement, whose mission is to prevent and alleviate human suffering wherever it may be found, to protect life and health and ensure respect for the human being, in particular in times of armed conflict and other emergencies, to work for the prevention of disease and for the promotion of health and social welfare, to encourage voluntary service and a constant readiness to give help by the members of the Movement, and a universal sense of solidarity towards all those in need of its protection and assistance.

Reaffirms that, in pursuing its mission, the Movement shall be guided by its Fundamental Principles, which are:

Humanity *The International Red Cross and Red Crescent Movement, born of a desire to bring assistance without discrimination to the wounded on the battlefield, endeavours, in its international and national capacity, to prevent and alleviate human suffering wherever it may be found. Its purpose is to protect life and health and to ensure respect for the human being. It promotes mutual understanding, friendship, co-operation and lasting peace amongst all peoples.*

- Impartiality** *It makes no discrimination as to nationality, race, religious beliefs, class or political opinions. It endeavours to relieve the suffering of individuals, being guided solely by their needs, and to give priority to the most urgent cases of distress.*
- Neutrality** *In order to continue to enjoy the confidence of all, the Movement may not take sides in hostilities or engage at any time in controversies of a political, racial, religious or ideological nature.*
- Independence** *The Movement is independent. The National Societies, while auxiliaries in the humanitarian services of their governments and subject to the laws of their respective countries, must always maintain their autonomy so that they may be able at all times to act in accordance with the principles of the Movement.*
- Voluntary Service** *It is a voluntary relief movement not prompted in any manner by desire for gain.*
- Unity** *There can be only one Red Cross or one Red Crescent Society in any one country. It must be open to all. It must carry on its humanitarian work throughout its territory.*
- Universality** *The International Red Cross and Red Crescent Movement, in which all Societies have equal status and share equal responsibilities and duties in helping each other, is worldwide.*

Recalls that the mottoes of the Movement, *Inter arma caritas* and *Per humanitatem ad pacem*, together express its ideals.

Declares that, by its humanitarian work and the dissemination of its ideals, the Movement promotes a lasting peace, which is not simply the absence of war, but is a dynamic process of co-operation among all States and peoples, co-operation founded on respect for freedom, independence, national sovereignty, equality, human rights, as well as on a fair and equitable distribution of resources to meet the needs of peoples.

SECTION I: GENERAL PROVISIONS

Article 1

Definition

1. The International Red Cross and Red Crescent Movement ¹ (hereinafter called “the Movement”) is composed of the National Red Cross and Red Crescent Societies recognized in accordance with Article 4 ² (hereinafter called “National Societies”), of the International Committee of the Red Cross (hereinafter called “the International Committee”) and of the League of Red Cross and Red Crescent Societies (hereinafter called “the League”).

2. The components of the Movement, while maintaining their independence within the limits of the present Statutes, act at all times in accordance with the Fundamental Principles and co-operate with each other in carrying out their respective tasks in pursuance of their common mission.

3. The components of the Movement meet at the International Conference of the Red Cross and Red Crescent (hereinafter called “the International Conference”) with the States Parties to the Geneva Conventions of 27 July 1929 or of 12 August 1949.

Article 2

States Parties to the Geneva Conventions

1. The States Parties to the Geneva Conventions ³ co-operate with the components of the Movement in accordance with these Conventions, the present Statutes and the resolutions of the International Conference.

2. Each State shall promote the establishment on its territory of a National Society and encourage its development.

¹ Also known as the International Red Cross

² Any National Society recognized at the date of entry into force of the present Statutes shall be considered as recognized in terms of Article 4.

³ In the present Statutes the expression “Geneva Conventions” also covers their Additional Protocols for the States Parties to these Protocols.

3. The States, in particular those which have recognized the National Society constituted on their territory, support, whenever possible, the work of the components of the Movement. The same components, in their turn and in accordance with their respective statutes, support as far as possible the humanitarian activities of the States.

4. The States shall at all times respect the adherence by all the components of the Movement to the Fundamental Principles.

5. The implementation of the present Statutes by the components of the Movement shall not affect the sovereignty of States, with due respect for the provisions of international humanitarian law.

SECTION II: COMPONENTS OF THE MOVEMENT

Article 3

National Red Cross and Red Crescent Societies

1. The National Societies form the basic units and constitute a vital force of the Movement. They carry out their humanitarian activities in conformity with their own statutes and national legislation, in pursuance of the mission of the Movement, and in accordance with the Fundamental Principles. The National Societies support the public authorities in their humanitarian tasks, according to the needs of the people of their respective countries.

2. Within their own countries, National Societies are autonomous national organizations providing an indispensable framework for the activities of their voluntary members and their staff. They co-operate with the public authorities in the prevention of disease, the promotion of health and the mitigation of human suffering by their own programmes in such fields as education, health and social welfare, for the benefit of the community.

They organize, in liaison with the public authorities, emergency relief operations and other services to assist the victims of armed conflicts as provided in the Geneva Conventions, and the victims of natural disasters and other emergencies for whom help is needed.

They disseminate and assist their governments in disseminating international humanitarian law; they take initiatives in this respect. They disseminate the principles and ideals of the Movement and assist those governments which also disseminate them. They also co-operate with their governments to ensure respect for international humanitarian law and to protect the red cross and red crescent emblems.

3. Internationally, National Societies, each within the limits of its resources, give assistance for victims of armed conflicts, as provided in the Geneva Conventions, and for victims of natural disasters and other emergencies. Such assistance, in the form of services and personnel, of material, financial and moral support, shall be given through the National Societies concerned, the International Committee or the League.

They contribute, as far as they are able, to the development of other National Societies which require such assistance, in order to strengthen the Movement as a whole.

International assistance between the components of the Movement shall be co-ordinated as provided in Article 5 or Article 6. A National Society which is to receive such assistance may however undertake the co-ordination within its own country, subject to the concurrence of the International Committee or the League, as the case may be.

4. In order to carry out these tasks, the National Societies recruit, train and assign such personnel as are necessary for the discharge of their responsibilities.

They encourage everyone, and in particular young people, to participate in the work of the Society.

5. National Societies have a duty to support the League in terms of its Constitution. Whenever possible, they give their voluntary support to the International Committee in its humanitarian actions.

Article 4

Conditions for recognition of National Societies

In order to be recognized in terms of Article 5, paragraph 2 b) as a National Society, the Society shall meet the following conditions:

1. Be constituted on the territory of an independent State where the Geneva Convention for the Amelioration of the Condition of the Wounded and Sick in Armed Forces in the Field is in force.

2. Be the only National Red Cross or Red Crescent Society of the said State and be directed by a central body which shall alone be competent to represent it in its dealings with other components of the Movement.
3. Be duly recognized by the legal government of its country on the basis of the Geneva Conventions and of the national legislation as a voluntary aid society, auxiliary to the public authorities in the humanitarian field.
4. Have an autonomous status which allows it to operate in conformity with the Fundamental Principles of the Movement.
5. Use the name and emblem of the Red Cross or Red Crescent in conformity with the Geneva Conventions.
6. Be so organized as to be able to fulfil the tasks defined in its own statutes, including the preparation in peace time for its statutory tasks in case of armed conflict.
7. Extend its activities to the entire territory of the State.
8. Recruit its voluntary members and its staff without consideration of race, sex, class, religion or political opinions.
9. Adhere to the present Statutes, share in the fellowship which unites the components of the Movement and co-operate with them.
10. Respect the Fundamental Principles of the Movement and be guided in its work by the principles of international humanitarian law.

Article 5

The International Committee of the Red Cross

1. The International Committee, founded in Geneva in 1863 and formally recognized in the Geneva Conventions and by International Conferences of the Red Cross, is an independent humanitarian organization having a status of its own. It co-opts its members from among Swiss citizens.

2. The role of the International Committee, in accordance with its Statutes, is in particular:

- a) to maintain and disseminate the Fundamental Principles of the Movement, namely humanity, impartiality, neutrality, independence, voluntary service, unity and universality;
- b) to recognize any newly established or reconstituted National Society, which fulfils the conditions for recognition set out in

Article 4, and to notify other National Societies of such recognition;

- c) to undertake the tasks incumbent upon it under the Geneva Conventions, to work for the faithful application of international humanitarian law applicable in armed conflicts and to take cognizance of any complaints based on alleged breaches of that law;
- d) to endeavour at all times—as a neutral institution whose humanitarian work is carried out particularly in time of international and other armed conflicts or internal strife—to ensure the protection of and assistance to military and civilian victims of such events and of their direct results;
- e) to ensure the operation of the Central Tracing Agency as provided in the Geneva Conventions;
- f) to contribute, in anticipation of armed conflicts, to the training of medical personnel and the preparation of medical equipment, in co-operation with the National Societies, the military and civilian medical services and other competent authorities;
- g) to work for the understanding and dissemination of knowledge of international humanitarian law applicable in armed conflicts and to prepare any development thereof;
- h) to carry out mandates entrusted to it by the International Conference.

3. The International Committee may take any humanitarian initiative which comes within its role as a specifically neutral and independent institution and intermediary, and may consider any question requiring examination by such an institution.

- 4. a) It shall maintain close contact with National Societies. In agreement with them, it shall co-operate in matters of common concern, such as their preparation for action in times of armed conflict, respect for and development and ratification of the Geneva Conventions, and the dissemination of the Fundamental Principles and international humanitarian law.
- b) In situations foreseen in paragraph 2 d) of this Article and requiring co-ordinated assistance from National Societies of other countries, the International Committee, in co-operation with the National Society of the country or countries concerned, shall co-ordinate such assistance in accordance with the agreements concluded with the League.

5. Within the framework of the present Statutes and subject to the provisions of Articles, 3, 6 and 7, the International Committee shall maintain close contact with the League and co-operate with it in matters of common concern.

6. It shall also maintain relations with governmental authorities and any national or international institution whose assistance it considers useful.

Article 6

The League of Red Cross and Red Crescent Societies

1. The League is the international Federation of the National Red Cross and Red Crescent Societies. It acts under its own Constitution with all rights and obligations of a corporate body with a legal personality.

2. The League is an independent humanitarian organization which is not governmental, political, racial or sectarian in character.

3. The general object of the League is to inspire, encourage, facilitate and promote at all times all forms of humanitarian activities by the National Societies, with a view to preventing and alleviating human suffering and thereby contributing to the maintenance and the promotion of peace in the world.

4. To achieve the general object as defined in paragraph 3 and in the context of the Fundamental Principles of the Movement, of the resolutions of the International Conference and within the framework of the present Statutes and subject to the provisions of Article 3, 5 and 7, the functions of the League, in accordance with its Constitution, are *inter alia* the following:

- a) to act as the permanent body of liaison, co-ordination and study between the National Societies and to give them any assistance they might request;
- b) to encourage and promote in every country the establishment and development of an independent and duly recognized National Society;
- c) to bring relief by all available means to all disaster victims;
- d) to assist the National Societies in their disaster relief preparedness, in the organization of their relief actions and in the relief operations themselves;

- e) to organize, co-ordinate and direct international relief actions in accordance with the Principles and Rules adopted by the International Conference;
- f) to encourage and co-ordinate the participation of the National Societies in activities for safeguarding public health and the promotion of social welfare in co-operation with their appropriate national authorities;
- g) to encourage and co-ordinate between National Societies the exchange of ideas for the education of children and young people in humanitarian ideals and for the development of friendly relations between young people of all countries;
- h) to assist National Societies to recruit members from the population as a whole and inculcate the principles and ideals of the Movement;
- i) to bring help to victims of armed conflicts in accordance with the agreements concluded with the International Committee;
- j) to assist the International Committee in the promotion and development of international humanitarian law and collaborate with it in the dissemination of this law and of the Fundamental Principles of the Movement among the National Societies;
- k) to be the official representative of the member Societies in the international field, *inter alia* for dealing with decisions and recommendations adopted by its Assembly and to be the guardian of their integrity and the protector of their interests;
- l) to carry out the mandates entrusted to it by the International Conference.

5. In each country the League shall act through or in agreement with the National Society and in conformity with the laws of that country.

Article 7

Co-operation

1. The components of the Movement shall co-operate with each other in accordance with their respective statutes and with Articles 1, 3, 5 and 6 of the present Statutes.

2. In particular the International Committee and the League shall maintain frequent regular contact with each other at all appropriate levels so as to co-ordinate their activities in the best interest of those who require their protection and assistance.

3. Within the framework of the present Statutes and their respective statutes, the International Committee and the League shall conclude with each other any agreements required to harmonize the conduct of their respective activities. Should, for any reason, such agreements not exist, Article 5, paragraph 4 b) and Article 6, paragraph 4 i) shall not apply and the International Committee and the League shall refer to the other provisions of the present Statutes to settle matters relative to their respective fields of activities.

4. Co-operation between the components of the Movement on a regional basis shall be undertaken in the spirit of their common mission and the Fundamental Principles, within the limits of their respective statutes.

5. The components of the Movement, while maintaining their independence and identity, co-operate whenever necessary with other organizations which are active in the humanitarian field, provided such organizations are pursuing a purpose similar to that of the Movement and are prepared to respect the adherence by the components to the Fundamental Principles.

SECTION III: STATUTORY BODIES

The International Conference of the Red Cross and Red Crescent

Article 8 **Definition**

The International Conference is the supreme deliberative body for the Movement. At the International Conference, representatives of the components of the Movement meet with representatives of the States Parties to the Geneva Conventions, the latter in exercise of their responsibilities under those Conventions and in support of the overall work of the Movement in terms of Article 2. Together they examine and decide upon humanitarian matters of common interest and any other related matter.

Article 9

Composition

1. The members of the International Conference shall be the delegations from the National Societies, from the International Committee, from the League and from the States Parties to the Geneva Conventions.
2. Each of these delegations shall have equal rights expressed by a single vote.
3. A delegate shall belong to only one delegation.
4. A delegation shall not be represented by another delegation or by a member of another delegation.

Article 10

Functions

1. The International Conference contributes to the unity of the Movement and to the achievement of its mission in full respect of the Fundamental Principles.
2. The International Conference contributes to the respect for and development of international humanitarian law and other international conventions of particular interest to the Movement.
3. The International Conference shall have the sole competence:
 - a) to amend the present Statutes and the Rules of Procedure of the International Red Cross and Red Crescent Movement (hereinafter called "Rules of Procedure");
 - b) to take, at the request of any of its members, the final decision on any difference of opinion as to the interpretation and application of these Statutes and Rules;
 - c) to decide on any question, referred to in Article 18, paragraph 2 b), which may be submitted to it by the Standing Commission, the International Committee or the League.
4. The International Conference shall elect in a personal capacity those members of the Standing Commission mentioned in Article 17, paragraph 1 a) of the present Statutes, taking into account personal qualities and the principle of fair geographical distribution.
5. Within the limits of the present Statutes and of the Rules of Procedure, the International Conference shall adopt its decisions, recommendations or declarations in the form of resolutions.

6. The International Conference may assign mandates to the International Committee and to the League within the limits of their statutes and of the present Statutes.

7. The International Conference may enact, when necessary and by a two-thirds majority of its members present and voting, regulations relating to matters such as procedure and the award of medals.

8. The International Conference may establish for the duration of the Conference subsidiary bodies in accordance with the Rules of Procedure.

Article 11

Procedure

1. The International Conference shall meet every four years, unless it decides otherwise. It shall be convened by the central body of a National Society, by the International Committee or by the League, under the mandate conferred for that purpose either by the previous International Conference or by the Standing Commission as provided in Article 18, paragraph 1 a). As a general rule, favourable consideration shall be given to any offer made during an International Conference by a National Society, the International Committee or the League to act as host to the next Conference.

2. Should exceptional circumstances so require, the place and date of the International Conference may be changed by the Standing Commission. The Standing Commission may act on its own initiative or on a proposal by the International Committee, the League or at least one third of the National Societies.

3. The International Conference shall elect the Chairman, Vice-Chairmen, Secretary General, Assistant Secretaries General and other officers of the Conference.

4. All participants in the International Conference shall respect the Fundamental Principles and all documents presented shall conform with these Principles. In order that the debates of the International Conference shall command the confidence of all, the Chairman and any elected officer responsible for the conduct of business shall ensure that none of the speakers at any time engages in controversies of a political, racial, religious or ideological nature. The Bureau of the International Conference, as defined in the Rules of Procedure, shall apply the same standard to documents before authorizing their circulation.

5. In addition to the members entitled to take part in the International Conference, observers, referred to in Article 18, paragraph 1 d), may attend the meetings of the Conference, unless the Conference decides otherwise.

6. The International Conference shall not modify either the Statutes of the International Committee or the Constitution of the League nor take decisions contrary to such statutes. The International Committee and the League shall take no decision contrary to the present Statutes or to the resolutions of the International Conference.

7. The International Conference shall endeavour to adopt its resolutions by consensus as provided in the Rules of Procedure. If no consensus is reached, a vote shall be taken in accordance with these Rules.

8. Subject to the provisions of the present Statutes, the International Conference shall be governed by the Rules of Procedure.

The Council of Delegates of the International Red Cross and Red Crescent Movement

Article 12 **Definition**

The Council of Delegates of the International Red Cross and Red Crescent Movement (hereinafter called “the Council”) is the body where the representatives of all the components of the Movement meet to discuss matters which concern the Movement as a whole.

Article 13 **Composition**

1. The members of the Council shall be the delegations from the National Societies, from the International Committee and from the League.

2. Each of these delegations shall have equal rights expressed by a single vote.

Article 14

Functions

1. Within the limits of the present Statutes, the Council shall give an opinion and where necessary take decisions on all matters concerning the Movement which may be referred to it by the International Conference, the Standing Commission, the National Societies, the International Committee or the League.

2. When meeting prior to the opening of the International Conference, the Council shall:

- a) propose to the Conference the persons to fill the posts mentioned in Article 11, paragraph 3;
- b) adopt the provisional agenda of the Conference.

3. Within the limits of the present Statutes, the Council shall adopt its decisions, recommendations or declarations in the form of resolutions.

4. Notwithstanding the general provision contained in Article 10, paragraph 7, the Council may amend, by a two-thirds majority of its members present and voting, the regulations for the Henry Dunant Medal.

5. The Council may refer any matter to the International Conference.

6. The Council may refer a matter to any of the components of the Movement for consideration.

7. The Council may establish by a two-thirds majority of its members present and voting such subsidiary bodies as may be necessary, specifying their mandate, duration and membership.

8. The Council shall take no final decision on any matter which, according to the present Statutes, is within the sole competence of the International Conference, nor any decision contrary to the resolutions of the latter, or concerning any matter already settled by the Conference or reserved by it for the agenda of a forthcoming Conference.

Article 15

Procedure

1. The Council shall meet on the occasion of each International Conference, prior to the opening of the Conference, and whenever one third of the National Societies, the International Committee, the League or the

Standing Commission so request. In principle, it shall meet on the occasion of each session of the General Assembly of the League. The Council may also meet on its own initiative.

2. The Council shall elect its Chairman and Vice-Chairman. The Council and the General Assembly of the League, as well as the International Conference when it is convened, shall be chaired by different persons.

3. All participants in the Council shall respect the Fundamental Principles and all documents presented shall conform with these Principles. In order that the debates of the Council shall command the confidence of all, the Chairman and any elected officer responsible for the conduct of business shall ensure that none of the speakers at any time engages in controversies of a political, racial, religious or ideological nature.

4. In addition to the members entitled to take part in the Council, observers, referred to in Article 18, paragraph 4 c), from those "National Societies in the process of recognition" which appear likely to be recognized in the foreseeable future may attend the meetings of the Council, unless the Council decides otherwise.

5. The Council shall endeavour to adopt its resolutions by consensus as provided in the Rules of Procedure. If no consensus is reached, a vote shall be taken in accordance with the Rules of Procedure.

6. The Council shall be subject to the Rules of Procedure. It may supplement them when necessary by a two-thirds majority of its members present and voting, unless the International Conference decides otherwise.

The Standing Commission of the Red Cross and Red Crescent

Article 16 Definition

The Standing Commission of the Red Cross and Red Crescent (called "the Standing Commission" in the present Statutes) is the trustee of the International Conference between two Conferences, carrying out the functions laid down in Article 18.

Article 17

Composition

1. The Standing Commission shall comprise nine members, namely:
 - a) five who are members of different National Societies, each elected in a personal capacity by the International Conference according to Article 10, paragraph 4 and holding office until the close of the following International Conference or until the next Standing Commission has been formally constituted, whichever is the later;
 - b) two who are representatives of the International Committee, one of whom shall be the President;
 - c) two who are representatives of the League, one of whom shall be the President.

2. Should any member referred to in paragraph 1 b) or c) be unable to attend a meeting of the Standing Commission, he may appoint a substitute for that meeting, provided that the substitute is not a member of the Commission. Should any vacancy occur among the members referred to in paragraph 1 a), the Standing Commission itself shall appoint as a member the candidate who, at the previous election, obtained the greatest number of votes without being elected, provided that the person concerned is not a member of the same National Society as an existing elected member. In case of a tie, the principle of fair geographical distribution shall be the deciding factor.

3. The Standing Commission shall invite to its meetings, in an advisory capacity and at least one year before the International Conference is to meet, a representative of the host organization of the next International Conference.

Article 18

Functions

1. The Standing Commission shall make arrangements for the next International Conference by:
 - a) selecting the place and fixing the date thereof, should this not have been decided by the previous Conference, or should exceptional circumstances so require in terms of Article 11, paragraph 2;
 - b) establishing the programme for the Conference;
 - c) preparing the provisional agenda of the Conference for submission to the Council;

- d) establishing by consensus the list of the observers referred to in Article 11, paragraph 5;
 - e) promoting the Conference and securing optimum attendance.
2. The Standing Commission shall settle, in the interval between International Conferences, and subject to any final decision by the Conference:
- a) any difference of opinion which may arise as to the interpretation and application of the present Statutes and of the Rules of Procedure;
 - b) any question which may be submitted to it by the International Committee or the League in connection with any difference which may arise between them.
3. The Standing Commission shall:
- a) promote harmony in the work of the Movement and, in this connection, co-ordination among its components;
 - b) encourage and further the implementation of resolutions of the International Conference;
 - c) examine, with these objects in view, matters which concern the Movement as a whole.
4. The Standing Commission shall make arrangements for the next Council by:
- a) selecting the place and fixing the date thereof;
 - b) preparing the provisional agenda of the Council;
 - c) establishing by consensus the list of the observers referred to in Article 15, paragraph 4.
5. The Standing Commission shall administer the award of the Henry Dunant Medal.
6. The Standing Commission may refer to the Council any question concerning the Movement.
7. The Standing Commission may establish by consensus such *ad hoc* bodies as necessary and nominate the members of these bodies.
8. In carrying out its functions and subject to any final decision by the International Conference, the Standing Commission shall take any measures which circumstances demand, provided always that the independence and initiative of each of the components of the Movement, as defined in the present Statutes, are strictly safeguarded.

Article 19

Procedure

1. The Standing Commission shall hold an ordinary meeting at least twice yearly. It shall hold an extraordinary meeting when convened by its Chairman, either acting on his own initiative or at the request of three of its members.

2. The Standing Commission shall have its headquarters in Geneva. It may meet in another place selected by its Chairman and approved by the majority of its members.

3. The Standing Commission shall also meet at the same place and at the same time as the International Conference.

4. All decisions shall be taken by a majority vote of the members present, unless otherwise specified in the present Statutes or in the Rules of Procedure.

5. The Standing Commission shall elect a Chairman and a Vice-Chairman from among its members.

6. Within the limits of the present Statutes and of the Rules of Procedure, the Standing Commission shall establish its own rules of procedure.

SECTION IV: FINAL PROVISIONS

Article 20

Amendments

Any proposal to amend the present Statutes and the Rules of Procedure must be placed on the agenda of the International Conference and its text sent to all members of the Conference at least six months in advance. To be adopted, any amendment shall require a two-thirds majority of those members of the International Conference present and voting, after the views of the International Committee and the League have been presented to the Conference.

Article 21

Entry into force

1. The present Statutes shall replace the Statutes adopted in 1952 by the Eighteenth International Conference. Any earlier provisions which conflict with the present Statutes are repealed.

2. The present Statutes shall enter into force on 8 November 1986.

**RULES OF PROCEDURE
OF THE INTERNATIONAL RED CROSS
AND RED CRESCENT MOVEMENT**

*(adopted by the Twenty-fifth International Conference
of the Red Cross at Geneva in October 1986)*

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Rules of Procedure of the International Red Cross and Red Crescent Movement

SECTION I: GENERAL PROVISIONS

Rule 1

General object of these Rules

The general object of these Rules of Procedure (hereinafter called “these Rules”) is to ensure the implementation of the Statutes of the International Red Cross and Red Crescent Movement (hereinafter called “the Statutes”) and to regulate the work of its statutory bodies.

Rule 2

Other rules

1. The statutory bodies of the Movement may enact other rules of procedure as provided in the Statutes.

*Statutory
bodies*

2. Any subsidiary body established by the statutory bodies, other than the plenary commissions of the International Conference, may draw up by consensus its own rules of procedure. In the absence of any such rules and to the plenary commissions of the International Conference, these Rules shall be applied *mutatis mutandis*.

*Subsidiary
bodies*

Rule 3

Conflicting provisions

The Statutes shall prevail over any other provisions and these Rules over any other rules or regulations drawn up by the statutory bodies or by any subsidiary bodies established by them.

SECTION II: THE INTERNATIONAL CONFERENCE

Rule 4

Place and date

Decision

1. The place and date of the International Conference (hereinafter called "the Conference") shall be fixed by the Standing Commission if the previous Conference has not already decided on this matter.

*Assurance
from
government*

2. A decision on the place of the next Conference shall only be taken after the Conference or the Standing Commission has received an assurance in writing from the government of the country in which the next Conference is proposed to be held that all participants as defined in Rule 9 will be allowed to take part.

*Change
of date*

3. Any change of the date of the Conference according to Article 11, paragraph 2 of the Statutes shall be notified by the Standing Commission to the host of the Conference as soon as possible but at the latest in time to enable the host organization to despatch the notice of convocation ninety days before the revised opening date of the Conference.

Rule 5

Convocation

A National Society, the International Committee or the League, when mandated to act as host to the Conference, shall despatch to the members and observers of the Conference the notice of convocation by registered airmail at least six months before the date fixed for the opening of the Conference. The notice of convocation shall indicate the place, opening date and the anticipated duration of the Conference.

Rule 6

Provisional agenda

Despatch

1. The programme and the provisional agenda of the Conference drawn up by the Standing Commission shall accompany the notice of convocation. The provisional agenda is subject to approval by the Council.

2. Observations, amendments or additions to the provisional agenda must be received by the Standing Commission at least sixty days before the opening of the Conference, unless the Standing Commission agrees to a later date.

Amendment:

Rule 7

Submission and despatch of official documents

Any document submitted by a member of the Conference for inclusion as an official working document and for classification as such must be received by the Standing Commission at the latest ninety days before the opening of the Conference. The documents shall be despatched, with the approval of the Standing Commission, by the International Committee and the League to the members and observers of the Conference at least forty-five days before the opening of the Conference.

Rule 8

Submission and distribution of National Society reports on their work

Reports submitted to the Conference by National Societies on their work since the previous Conference should be sent direct to the host organization, so as to arrive at least thirty days before the opening of the Conference, for distribution, subject to the approval of the Bureau of the Conference.

Rule 9

Participants

1. Participants in the Conference shall be the delegates of the members defined in Article 9 of the Statutes and the observers in terms of Article 11, paragraph 5 of the Statutes.

Definition

Delegates

2. The name of the delegates of each delegation, one of them designated as head of delegation, shall be communicated by the members to the host organization before the first meeting of the Council. During the Conference the Chairman shall be informed of any addition, change or deletion regarding the composition of delegations. No delegate shall be nominated for any official position unless his name has reached the host organization within the prescribed time.

Observers

3. Observers at the Conference are either invited persons or representatives of invited organizations; organizations shall communicate the names of their representatives to the host organization before the opening of the Conference. Observers have the right to speak only on the invitation of the Chairman and to the extent that the Conference has no objections; they shall have access to the documents of the Conference.

Rule 10
Guests

The host organization may issue invitations to guests to the opening and closing ceremonies and to such other occasions as the Standing Commission or the Bureau of the Conference may decide.

Rule 11
Information media

The Bureau of the Conference shall be responsible for all matters relating to official information on the Conference. It shall arrange for appropriate coverage of the Conference proceedings by the information media, unless the Conference decides otherwise.

Rule 12
Languages

*Official
languages*

1. The official languages of the Conference shall be Arabic, Chinese, English, French, Russian and Spanish. The official languages may be used in debates without the prior permission of the Chairman. Any delegate wishing to speak in a language other than an official language shall first obtain the permission of the Chairman.

2. The working languages of the Conference shall be English, French and Spanish. The working languages are those in which simultaneous interpretation is provided and are the only languages in which documents relating to items on the agenda will be prepared. Any delegate using a language which is not a working language shall provide for its interpretation into one of the working languages.

*Working
languages*

3. The Standing Commission, in agreement with the host organization, may decide that for a particular Conference the language of the host country will also be authorized for simultaneous interpretation.

*Language
of the
host
country*

Rule 13 **Alphabetical order**

The alphabetical order of the members of the Conference shall be the alphabetical order of the French names of their respective countries. The name of the National Society and of the State which vote first shall be decided by the drawing of lots.

Rule 14 **Quorum**

To be valid, the deliberations of the Conference shall require a quorum of one third of the total of the components of the Movement as defined in Article 1 of the Statutes and of the States as defined in Article 2 of the Statutes.

Rule 15 **Chairmanship**

1. The opening ceremony of the Conference shall be chaired by a representative of the host organization.

*Opening
ceremony*

2. The first plenary meeting of the Conference shall be chaired by the Chairman of the Standing Commission until the Chairman of the Conference has been elected.

*First
plenary
meeting*

3. At its first plenary meeting the Conference shall elect the Chairman, Vice-Chairmen, Secretary General and two Assistant Secretaries General on the proposal of the Council.

Elections

*Powers
of the
Chairman*

4. In addition to the powers conferred upon him elsewhere in these Rules and subject to paragraphs 1 and 2, the Chairman shall declare the opening and closing of each plenary meeting of the Conference, ensure observance of these Rules, conduct all debates, put questions to the vote and announce the results. He may charge one of the Vice-Chairmen to replace him during any meeting or part of a meeting.

*Powers
of the
Vice-
Chairman*

5. Any Vice-Chairman charged by the Chairman to represent him shall have the powers and duties of the Chairman.

Rule 16 **Bureau and commissions**

Bureau

1. There shall be a Bureau which shall organize the work of the Conference. The Bureau shall be chaired by the Chairman of the Conference and its membership shall include the Chairman of the Standing Commission, the heads of the delegations from the International Committee and from the League, the Chairmen of the plenary commissions and the Secretary General of the Conference.

*Plenary
commissions*

2. Plenary commissions are subsidiary bodies open to all participants in the Conference. The Conference may establish such commissions for the duration of the Conference as proposed by the Standing Commission. The Conference shall adopt the agenda of the commissions so established. Each commission shall elect its Chairman, Vice-Chairmen and Rapporteurs on the proposal of the Council.

*Other
subsidiary
bodies*

3. The Conference may at any time establish other subsidiary bodies, including their agendas, for the duration of the Conference.

Rule 17 **Notification of proposals**

*Additions
to the
agenda*

1. The Bureau may propose to the Conference that new items be added to the agenda, provided that the proposals are submitted to the Chairman the day before and signed by at least five delegations to the Conference each belonging to a different country. The Bureau shall determine the agenda for each meeting, following as far as possible the order of the subjects proposed by the Standing Commission and approved by the Council.

2. Subject to the provisions of Article 11, paragraph 4 of the Statutes, proposals and amendments other than points of order shall be communicated in writing in advance to the Chairman and circulated by him to the delegates before being discussed, unless he decides otherwise. A similar procedure shall apply to other documents.

*Proposals
and
amendments*

3. The Chairman may decide that any proposal, or amendment, including motions of closure, shall be seconded by another delegation before it can be discussed or voted upon.

Seconding

Rule 18 Debates

1. No delegate may take the floor without first having obtained permission from the Chairman. Speakers shall be called upon in the order in which they have signified to the Chairman their desire to speak. Priority shall be given to the Chairman and Rapporteur of the Commission concerned or to the delegate responsible for the respective report, proposal or amendment under discussion.

*Debating
procedure*

2. The duration of speeches shall be limited to ten minutes but may be extended or shortened at the Chairman's discretion, unless the Conference decides otherwise.

*Duration
of speeches*

3. If during a discussion, a delegate raises a point of order, the discussion shall be suspended and the point of order decided immediately by the Chairman according to these Rules or, at the Chairman's discretion, by the Conference. A delegate raising a point of order may not speak on the substance of the matter under discussion.

*Points
of order*

4. The following motions shall have precedence in the order set out below over all other proposals or motions:

*Priority
of motions*

- a) to suspend the meeting;
- b) to adjourn the meeting;
- c) to adjourn the debate on the item under discussion;
- d) to close the debate on the item under discussion.

Such motions must be seconded by at least four other delegations.

Motions

5. Unless the Chairman decides otherwise, only one delegate may speak for and one against points of order and the motions mentioned in paragraph 4.

*Closure
of debates*

6. Discussion upon each question shall be closed when there is no further speaker or when a motion of closure has been adopted by the Conference. During the course of a debate, the Chairman may announce the list of speakers and, with the consent of the Conference, declare the list closed. He may accord the right of reply to any member concerned by a previous intervention.

*Appeal
against
ruling of
Chairman*

7. A delegation may appeal against the ruling of the Chairman. The appeal shall immediately be put to the vote, and the Chairman's ruling shall stand unless over-ruled by a majority of the members of the Conference present and voting.

Rule 19

Adoption of resolutions

*By
consensus*

1. Consensus shall be understood to mean the absence of any objection expressed by a delegation and submitted by it as constituting an obstacle to the adoption of the resolution in question. After the adoption by consensus of a resolution, any delegation may state the standpoint it would have adopted had the matter been put to vote.

By voting

2. If no consensus is reached, resolutions shall be taken by a majority of those members present and voting.

Rule 20

Voting procedure

*Voting
order*

1. Amendments to a proposal or motion shall be put to the vote before the proposal or motion. In the event of there being several amendments, the Chairman shall first put to the vote the amendment furthest removed from the original proposal.

*Right
to vote*

2. The vote of each delegation shall be expressed by its head or by the delegate he has designated to replace him. The Chairman shall have no vote apart from that allocated to his delegation.

3. The majority shall be half the total number of votes cast for or against the proposal, plus one. The number of those members present and voting who express a vote of abstention shall be recorded but not taken into account in determining the majority. In the event of a tie, the proposal shall be rejected. The result of the votes shall be announced by the Chairman and included in the proceedings of the Conference. *Majority*

4. In the absence of a consensus, the vote shall, as a general rule, be taken by a show of hands. *Show of hands*

5. The vote shall be taken by roll call if ten delegations so request. In this case all the delegations from the National Societies shall vote first, then all the delegations from the States, then the delegations from the International Committee and from the League. The delegations from the National Societies and from the States shall be called in alphabetical order. *Roll call*

6. The vote shall be taken by secret ballot if ten delegations so request. In this case the Chairman shall appoint from among the delegates of the members of the Conference three tellers who, after all the ballot papers have been collected, shall proceed to a count of the votes. A valid request for a vote by secret ballot shall take precedence over a valid request for a vote by roll call. *Secret ballot*

7. After the Chairman has announced the beginning of voting, no delegate shall interrupt the voting except on a point of order in connection with the actual voting procedure. *Interruption of voting*

Rule 21

Election of members of the Standing Commission

1. Nominations for the Standing Commission shall be delivered in closed envelopes, with the curriculum vitae of each candidate, to the Chairman of the Bureau, forty-eight hours before the opening of the meeting in which the election will take place. The Bureau shall circulate the curriculum vitae of each candidate at least twenty-four hours before that meeting. When nominating candidates, personal qualities and the principle of fair geographical distribution should be taken into account. *Nominations*

2. The election process for the Standing Commission shall start immediately after the opening of the meeting at which the vote will take place. *Beginning of the election process*

Ballot

3. The members of the Standing Commission referred to in Article 10, paragraph 4 of the Statutes shall be elected by secret ballot by the members of the Conference. For the purpose of determining the absolute majority required in terms of paragraph 4, a roll call of members shall be taken before voting begins.

*Elected
candidates*

4. In the first ballot, the candidates obtaining an absolute majority shall be declared elected. If more than five candidates obtain an absolute majority, the five candidates obtaining the largest number of votes shall be declared elected. If less than five candidates obtain an absolute majority in the first ballot, a second ballot shall be held in which the candidate(s) obtaining the largest number of votes shall be declared elected.

Ties

5. In the case of a tie, subsequent ballots shall be held until the remaining candidate(s) has received a relative majority. After four ballots the total number of votes cast for each candidate in all four ballots shall be taken into consideration. If a tie still results, a decision shall be made by drawing lots.

*Candidates
from the
same
National
Society*

6. If two or more candidates from the same National Society are in a position to be declared elected, the candidate obtaining the largest number of votes shall be considered as elected.

Rule 22

Proceedings of the Conference

*Recording of
the plenary
meetings
and of the
plenary
commissions*

1. Unless the Conference decides otherwise, the organization responsible for convening the Conference shall make the necessary arrangements for the recording of the plenary meetings and of the meetings of the plenary commissions of the Conference.

*Content
of the
proceedings*

2. The following at least shall constitute the proceedings of the Conference and be collected in one volume:

- the lists of participants (members and observers);
- the list of documents;
- the verbatim record of the plenary meetings of the Conference;
- the reports of the plenary commissions;
- the resolutions of the Conference.

3. The volume mentioned in paragraph 2 shall be published under the authority of the Standing Commission by the host organization and issued to the members of the Conference and to the observers invited to it, if possible not later than one year after it closes.

Publication

4. As far as possible summary reports of the plenary meetings of the Conference and of its commissions shall be prepared by the host organization and issued to the members of the Conference the day following such meetings.

*Daily
reports*

SECTION III: THE COUNCIL OF DELEGATES

Rule 23

Place and date

The place, date and duration of the Council shall be fixed by the Standing Commission in accordance with Article 15, paragraph 1 of the Statutes.

Rule 24

Convocation

When the Council meets on the occasion of a Conference, the organization responsible for convening the Conference shall also convene the Council. In all other cases the Standing Commission shall be responsible for the convocation.

Rule 25

Provisional agenda

The provisional agenda of the Council shall be prepared by the Standing Commission.

Rule 26

Opening meeting

1. The opening meeting of the Council, when it meets on the occasion of a Conference, shall be held before the opening of the Conference, at a time which takes into account the planned duration of the Council.

Date

Chairmanship

2. The Chairman of the Standing Commission shall chair the opening meeting until the Chairman of the Council has been elected.

*Election of
chairmanship
and secretaries*

3. In addition to the election of its Chairman and Vice-Chairman from among its members, the Council shall elect secretaries.

Rule 27

Work of the Council

Unless otherwise specified in the Statutes or in these Rules, the provisions of these Rules concerning the Conference shall be applied *mutatis mutandis* to the meetings of the Council.

Rule 28

Proceedings of the Council

When the Council meets on the occasion of a Conference, the proceedings of the Council shall also be collected in the volume mentioned in Rule 22, paragraph 2.

SECTION IV: THE STANDING COMMISSION

Rule 29

Convocation

Immediately after the election of the members of the Standing Commission the Chairman of the Conference shall convoke the members of the new Commission who are present. These members shall decide by majority who shall be responsible for convening the first meeting of the Commission. If practicable, the first meeting, at which the Chairman and the Vice-Chairman shall be elected, should be held forthwith.

Rule 30

Quorum

To be valid, the deliberations of the Standing Commission shall require a quorum of five members.

Rule 31
Proceedings of the Standing Commission

When the Standing Commission meets on the occasion of a Conference in accordance with Rule 29, its proceedings shall be included in the volume mentioned in Rule 22, paragraph 2.

SECTION V: FINAL PROVISIONS

Rule 32
Amendments to the Statutes and to these Rules

1. In pursuance of Article 20 of the Statutes, the text of proposed amendments to the Statutes or to these Rules shall be communicated to the Chairman of the Standing Commission in such time as will permit him to transmit copies thereof together with the comments of the International Committee and the League to the members of the Conference not later than six months before the opening session of the Conference.

Communication of proposals

2. The International Committee and the League shall present their comments to the proposed amendments in time to enable the Standing Commission to fulfil its obligation arising from the preceding paragraph.

Comments of the International Committee and the League

3. The Conference shall decide on which date any adopted amendment shall enter into force.

Entry into force of the amendments

Rule 33
Entry into force of these Rules

1. These Rules shall replace the Rules of Procedure of the International Conference of the Red Cross adopted in 1952 by the Eighteenth Conference. Any earlier provision which conflicts with these Rules is repealed.

Abrogation

2. These Rules shall enter into force on 8 November 1986.

Date

INTERNATIONAL COMMITTEE OF THE RED CROSS

Respect for International Humanitarian Law

ICRC Report on its Activities

delivered by

Mr. Alexandre Hay, President of the
International Committee of the Red Cross

AT THE TWENTY-FIFTH INTERNATIONAL
CONFERENCE OF THE RED CROSS
(Geneva, October 1986)

MR. CHAIRMAN, LADIES AND GENTLEMEN,

After Bucharest in 1977 and Manila in 1981, this is the third time I have the honour of addressing you in my capacity as President of the ICRC. As it is also the last time, I would like to ask for your patience because, after ten years at the head of the ICRC, I wish to avail myself of this final opportunity—and do so without having constantly to glance at my watch—to take stock with you and, together, look to the future.

I. THE MAIN CONCERNS OF THE ICRC

The growing number and length of armed conflicts

Over the past five years, the number of armed conflicts—international, internal and a combination of both—has risen sharply; this has entailed a very substantial increase in ICRC activities in the field.

Thus, in 1976, the ICRC maintained 27 delegations in the field: today, there are 38. The number of our delegates and other staff (including those from National Societies) has grown in ten years from some 600 to almost 1,200 today, in addition to which there are more than 2,000 locally recruited employees.

These conflicts, in which it is the ICRC's bounden duty to intervene, have not only grown in number but have also tended to last longer. Let us consider some examples: ICRC delegates have been at work for almost 20 years in the territories occupied by Israel; for 11 years they have been endeavouring to protect and assist the victims of the tragic events in Lebanon. The conflicts in Kampuchea, Afghanistan and Iraq/Iran have been going on for six to seven years and more; in the conflicts in the Western Sahara and the Ogaden, some prisoners of war have been held in captivity for almost 10 years; in many cases, their families have had no news of them for years and often do not even know whether they are alive or dead.

Not only are conflicts increasing in number and length, but **practices prohibited by international humanitarian law are becoming more and more common**: the taking of hostages and sometimes their subsequent murder, acts of terrorism, torture and other ill-treatment of detained persons, and people reported unaccountably missing; it has even reached the point where whole civilian populations are subjected to starvation for the purposes of war.

Grave problems are being encountered in the application of humanitarian law. But it is not enough to speak of those problems without considering why there are so many conflicts in the first place, without considering the general state of international relations; for there too the situation is alarming:

The use of force takes pride of place over negotiation. Obligations under international law are too often neglected or scorned; humanitarian principles lag far behind other priorities—legitimate or not—set by States, such as what they conceive to be their immediate security and other strategic and military concerns. The fundamental rule prohibiting the use of threats and force in relations between States is thus frequently violated.

Mistrust is one of the causes of over-armament, which, in turn, begets even greater mistrust.

There is some promise, however, in the bilateral and multilateral efforts currently being made towards disarmament, such as the Conference on Disarmament and the Stockholm Conference on confidence and security-building measures and disarmament in Europe. We earnestly hope that this dialogue will blossom and bear fruit. Mankind simply must begin the process of disarmament. It is no exaggeration to say that it is probably a *sine qua non* for our very survival. This is the chilling reality which nuclear arms force us to face. As I said, over-armament, which is largely engendered by mutual mistrust, itself begets mistrust. We must break out of this vicious circle and restore a climate of trust in international relations based on mutual respect and international law. As dialogue between States is vitally important, my most fervent wish is that this Conference will be a scene of dialogue and that the Red Cross and Red Crescent Movement, by virtue of its unity and universality, will in this respect set an outstanding example.

Having said that, I cannot but acknowledge the fact that in recent years it has been an uphill struggle for the ICRC to carry out the mission of protection and assistance which the international community of States has assigned to it. To be sure, the international humanitarian law on which it has based those activities is highly developed; but it is necessary that the States respect these instruments and comply with their provisions.

The intrinsic nature of international humanitarian law

What, in practical terms, is international humanitarian law? It is the concrete expression of the desire, affirmed by States in peacetime, to restrict violence in times of war, and of their willingness to accept the aid of a humanitarian institution in this endeavour.

The limit which humanitarian law sets to violence is based on the very simple idea of **respecting those who do not take part, or are no longer able to take part, in the fighting**. For what wounded, sick and shipwrecked persons, prisoners and civilians all have in common is that they are not—or are no longer—in a position to harm the enemy and therefore are not—or are no longer—legitimate targets for armed violence.

The world's States wanted to ensure that if their nationals fell into the hands of the enemy they would nevertheless be protected, not by the force of arms but by the force of law. As a natural consequence of the desire to protect their own nationals, the States committed themselves to granting similar protection to enemies who were not taking part in the fighting, whether in international or non-international armed conflicts.

But this protection is not granted as a matter of course when men's hearts are filled with hate and fear. The States are perfectly aware of this

and have therefore created **mechanisms to ensure respect for humanitarian law**. They have assigned to the States designated by the belligerents as Protecting Powers and to the ICRC, which inspired the development of this body of law, the difficult task of protecting defenceless persons who are in the hands of the enemy. Their task is not to plead these people's political cause but to alleviate their suffering, to guarantee that the minimum requirements of humanity which the international community has enshrined in the Geneva Conventions are fully respected.

Where Protecting Powers have not been designated, the ICRC must act as their substitute. This task is particularly difficult in an occupied territory, especially where the occupation is prolonged.

It is not always easy to persuade States in conflict to **maintain a balance between humanitarian imperatives and their security requirements**. It is even more difficult to convince States that their security would be improved if they granted victims of the conflict who are hors de combat the protection to which they are entitled under international humanitarian law. Yet is it not vital that civilians be treated humanely and that prisoners be granted adequate protection?

Prisoners of war

This task should be easier in cases where the Third Convention—for the protection of **prisoners of war**—applies. The prisoners are entirely under the control of the enemy and are confined to camps which are run according to strict rules. It can hardly be difficult fully to respect the pertinent provisions of humanitarian law if the detaining authority has the will to do so, or to let the ICRC discharge its mandate without restriction, whether under the Third Convention in its entirety or simply under Article 3 common to the four Conventions, which relates to non-international armed conflicts.

Yet in recent years, the ICRC has observed an **undeniable deterioration in the implementation of these provisions by the States**. Whether holding several hundred prisoners of war or several tens of thousands, certain governments or other parties to the conflicts have, on the most varied pretexts, regularly or even systematically violated not only the provisions of the Geneva Conventions but even elementary rules of humanity. When you think about the suffering endured by these unfortunate prisoners—some of them hardly more than adolescents—you cannot help being saddened by the long list of violations, the first of which is **failing to give notification of capture**. This lack of news leaves not only the families of the prisoners to suffer the anguish of uncertainty but also the families of

servicemen killed in the fighting, for as long as there is no exhaustive list of survivors it is impossible to determine exactly who has died on the battlefield. This uncertainty is being experienced today by tens of thousands of families in Iraq, Iran, Lebanon, Western Sahara, Chad, Ethiopia, Somalia, Angola, Kampuchea, Afghanistan and other parts of the world; there, each day, people agonize about what has happened to a son, a husband or a father who has disappeared. Yet what would be more simple than to allow these prisoners, immediately after they are captured, and as required by the Third Convention, to fill in a capture card, and to authorize ICRC delegates regularly to visit all the captured combatants and interview them without witness? Too often in modern conflict, the prisoner of war becomes a sort of hostage, in complete violation of humanitarian law.

And I am not even speaking of the ill-treatment to which they are sometimes subjected, be it for the purpose of interrogation or to break their morale, or even to induce them to change allegiance. Obviously, the detaining authorities usually deny allegations of such violations, but they lend credibility to them as soon as they refuse the ICRC access to the prisoners of war. If the ICRC is barred from prisoner-of-war camps, then the international community must sit up and take notice, for that violation opens the way to all the others. Although ICRC visits do not constitute an absolute guarantee that ill-treatment will not take place, where they are carried out on a regular basis and include the possibility of interviewing the prisoners freely and without witness as required by the Third Convention, they generally guarantee at least a minimum observance of humanitarian norms. **The fact that the ICRC is allowed to make regular visits to all the prisoners and interview them without witness is unquestionably an initial indication that a State intends to respect the Third Geneva Convention.**

Thus, it is only when the authorities go beyond high-flown rhetoric and grant a neutral and impartial humanitarian organization access to defenceless individuals that they prove their willingness to respect their humanitarian obligations under the Conventions. The International Conference fully realizes this and since 1969, on the basis of this criterion of the ICRC's being allowed to take action, has adopted resolutions expressing its support for these activities and its concern about the question of respect for humanitarian law.

These then are the main concerns of the ICRC, stemming from its experience in recent years. The international community is kept abreast of them, through the ICRC's Annual Reports for example. In addition, this Conference has been given a summary of those reports in the form of our five-year report for the years 1981 through 1985; the five-year report is supplemented by the report on our activities in the first six months of 1986 and by this oral report.

II. ARMED CONFLICTS OF PARTICULAR CONCERN

Introduction

Besides these issues of general concern, there are certain situations which we think this Conference should concentrate on in the coming days. Those situations all have in common the fact that they are **armed conflicts, that is situations in which the Geneva Conventions apply**. Some of them are international armed conflicts in which the Conventions are applicable in full. Others are non-international armed conflicts in which only Article 3 common to the four 1949 Conventions, and also possibly Protocol II of 1977, applies. Still others are armed conflicts, the international or internal character of which is contested by one of the parties; these are often "mixed" situations: internal conflicts which have been "internationalized" by the presence of foreign troops, considered as occupation by one side and as military assistance by the other. Finally, there are situations of occupation to which the Fourth Geneva Convention applies, in the ICRC's opinion at least.

In any case, considering that these conflicts are covered by the Geneva Conventions and bearing in mind the **obligation which all States party to the Geneva Conventions have to "ensure respect" for those Conventions, it is natural for this Conference to concern itself with the ICRC's possibilities of taking action in all of these armed conflicts**. This concern is especially justified with regard to armed conflicts during which **the ICRC has had no access at all to the captured combatants**, such as in Iran for the last two years and in Afghanistan, Kampuchea, northern Chad, Angola and Mozambique. This has been the case despite the fact that the ICRC is currently carrying out major relief operations in several of these countries.

It would also be useful for this Conference, however, to give its attention to situations in which **the ICRC is present and does have access to captured combatants, prisoners of war or civilian internees, but in conditions which could and should be improved**: this is so in Iraq and Iran, in Lebanon, in the Western Sahara, in Morocco, in Algeria, in the Ogaden, in Ethiopia, in southern Chad, in Namibia, in Israel and in the occupied territories.

There are other armed conflicts in this troubled world of ours in which the ICRC is able to act without major restrictions and for which we do not have to request the particular attention of this Conference. Likewise, in the situations we are about to describe, the picture is not as black as could be,

and the ICRC's efforts have sometimes met with positive results. That being said, we shall now be focusing on situations currently posing problems to the ICRC; the more positive aspects of our work you will find mentioned in our Annual Reports.

Let us now take a look at the armed conflicts in which the ICRC feels that it needs—though not always to the same extent—the support of the International Conference.

1. Afghanistan

Some consider the armed conflict in Afghanistan as being international in character; others consider it to be a non-international conflict. The ICRC, for its part, wishes to obtain an effective application of the fundamental rules of humanitarian law and, above all, wishes to be able to carry out its activities there in aid of the military and civilian victims of the conflict.

Will we be allowed to do so in the foreseeable future? This conflict has lasted for nearly seven years; since the Manila Conference and the solemn appeal directed to the parties to the conflict, the ICRC has spared no effort in its attempts to ensure respect for humanitarian principles. It has made many urgent approaches to the Afghan and Soviet authorities to obtain access to persons captured in the fighting or arrested for security reasons, and to be allowed to bring assistance to civilians affected by the hostilities.

However, except for two brief missions to Kabul in 1980 and 1982, during which the delegates were allowed to visit several hundred prisoners, the ICRC has not been permitted consistently to develop its activities as is required by its mandate and its customary practice.

Since April of this year, we have been conducting fresh negotiations with the authorities in Kabul. The dialogue is continuing, but we cannot yet predict what its results will be. We can only carry on hoping that an agreement, which has been sought for so long, will be reached and that we will be allowed to do effective humanitarian work to help the captured combatants, the civilian population, the wounded and the sick.

Parallel approaches made to the Afghan opposition movements with a view to aiding and protecting enemy soldiers captured by them resulted in 1980—following protracted negotiations carried on separately by the ICRC with the Afghan opposition, Pakistan, the USSR and Switzerland—in an agreement providing for the internment in a neutral country of Soviet soldiers held prisoner by them. Between 1981 and 1985, this agreement made it possible for eleven Soviet prisoners to be transferred to Switzerland under the aegis of the ICRC. There they were interned under

the responsibility of the Swiss authorities for a period of two years. However that complex procedure, which was the result of painstaking negotiations, has ultimately made it possible to provide protection and assistance for only a very small number of prisoners; it can therefore not be considered to have provided a sufficient solution to the problems at hand.

For this reason, the ICRC also expects the Afghan opposition to respect its humanitarian obligations, particularly with regard to the prisoners it captures.

2. Conflict between Iraq and Iran

The war between Iraq and Iran is by far the biggest international armed conflict that the ICRC is dealing with at the present time. Although the belligerents have recognized the applicability of the Geneva Conventions protecting civilians and prisoners of war, considerable difficulties have been encountered in practice in securing respect for their provisions. Having noted serious and repeated breaches of international humanitarian law, the ICRC appealed to public opinion no less than six times between May 1983 and May 1985 in connection with the treatment of prisoners of war, the use of chemical weapons, and the bombing of civilians, instances of which are unfortunately increasing again today.

Moreover, in the face of these continuing violations, which threaten the lives and abuse the dignity of tens of thousands of victims and are contrary to the very essence and fundamental principles of international humanitarian law, the ICRC found itself compelled to appeal on three occasions to the States party to the Conventions, invoking Article I common to these Conventions, whereby these States undertake not only to respect these treaties, but also to **ensure respect** for them.

In Iraq, with regard to the protection of Iranian prisoners of war, the implementation of the Third Geneva Convention by the Iraqi authorities has steadily improved over the last few years. There nevertheless remains the problem, which dates back to the early days of the conflict, of a small group of prisoners who have never been visited by the ICRC.

The ICRC has regularly had access to some 10,000 Iranian prisoners of war; it has also just been granted access to approximately 2,700 other prisoners captured since February 1986, whom it had not been able to register until very recently. The Iranian prisoners are being visited by the ICRC delegates about once every six weeks, and have received such visits since the beginning of the conflict. These visits are carried out in strict compliance with the provisions of the Third Convention. Conditions of captivity in the camps visited by the ICRC have considerably improved in the course of the last few years.

The ICRC has, moreover, since 1983, been assisting several thousand Iranian families from Kurdistan and Ahwaz who are presently in Iraq. ICRC delegates regularly visit these families to assist them, pursuant to the Fourth Convention.

In the Islamic Republic of Iran, between September 1980 and October 1984, the ICRC registered some 45,000 Iraqi prisoners of war, but was unable to register several thousand others.

Most of the registered prisoners were unable to receive more than one visit from the ICRC. Over these four years, visits were often interrupted and the visiting procedure provided for under the Third Convention was constantly disputed and impeded.

In October 1984, the Iranian authorities halted the ICRC's protection activities in the prisoner-of-war camps. Throughout the two years which have elapsed since visits were suspended, the ICRC has nevertheless maintained its delegation in Iran so as to continue forwarding correspondence between the prisoners and their families. The ICRC's access to prisoners of war currently held in Iran has been the subject of renewed negotiation since spring 1986, and recently the Ministry of Foreign Affairs notified the ICRC of the Government's agreement in principle to the ICRC's resuming its visits; this agreement has been publicly confirmed. The ICRC thus hopes today to be able to resume its visits in the near future and to carry them out in accordance with the provisions of the Third Convention. In compliance with its humanitarian mandate, the ICRC urges the Iranian Government to co-operate and the community of States party to the Conventions to support its humanitarian mission.

3. Israel and the occupied territories

The legal situation

Israel and the application of the Fourth Convention in the territories occupied since 1967 is a special case in the list of situations that deserve the attention of this Conference. This conflict is one in which the ICRC is not physically absent; on the contrary, our delegates have been present there for the past 19 years. It is an instance of particularly long-term application of the Fourth Geneva Convention, and a specific situation in which the Occupying Power disputes the applicability *de jure* of this Convention, whilst nevertheless stating its willingness to comply in practice with certain of its provisions. This being so, and in the absence of a Protecting Power, the ICRC's role as *de facto* substitute for such a Protecting Power is clearly not an easy one.

In January 1984, the ICRC handed the Israeli authorities a document listing the humanitarian problems encountered in the occupied territories

since 1967 and requesting the State of Israel to adopt a series of measures in conformity with the provisions of the Fourth Convention.

Protection of the civilian population

So in Israel, and more particularly in the occupied territories, the ICRC has for 19 years been continuing its activity in aid of the civilian population protected by the Fourth Geneva Convention.

In 1982 and 1983, the West Bank, and to a lesser extent, the Gaza Strip experienced a period of turmoil and tension following the establishment of a **civilian administration in the occupied territories** in November 1981. There were demonstrations, which were sometimes brutally quelled, and which resulted in various counter-measures such as curfews and restrictions on freedom of movement imposed on entire towns and villages.

On the **Golan** heights, following Israel's decision to annex the area in 1981, the ICRC is finding it almost impossible to do its mandatory protection work in aid of the civilian and prison population. It is not even being notified of arrests.

ICRC delegates also carried out a further evaluation of the humanitarian consequences of Israeli **settlements** in the occupied territories, a colonization project conducted with the support of the Israeli authorities, which violates the Fourth Convention, in particular Articles 27, 47 and 49. The same applies to the destruction or walling up of houses, which is contrary to Article 53 of the Fourth Convention.

Visits to prisoners

In Israel and the occupied territories the ICRC carries out two types of visits to prisoners: since 1967 it has been going to prisons to visit prisoners on remand and those who have been sentenced and since 1978 it has been visiting detainees under interrogation.

By way of example, with regard to detainees no longer under interrogation, the ICRC last year carried out—in addition to the series of complete visits—86 partial visits to places of detention and 73 special visits to detainees in 17 prisons, 12 police stations and one military prison: the total number of detainees visited comes to some 4,000, and 3,000 interviews without witnesses were held during the visits.

The ICRC has continued visiting detainees under interrogation, to whom it has had access, pursuant to an agreement with the Israeli authorities which has enabled the ICRC to carry out between 1,000 and 1,500 visits each year. It has recently been confirmed that—unless for absolute security reasons—the interrogation period for these detainees will not last more than four weeks, with the ICRC having access to these

people after 14 days in detention. The ICRC has likewise had access to persons arrested by the Israeli army during demonstrations and interned in military barracks.

Occupation of a part of Lebanon by Israel

After its troops entered Lebanon in June 1982, the Israeli Government likewise considered that the Third and Fourth Conventions were not applicable to that situation. The ICRC considered that the said Conventions were applicable to it. On 7 June 1982, the ICRC therefore launched an appeal to the parties engaged in the hostilities to remind them of their obligations under international humanitarian law in force.

The ICRC repeated its approaches on several occasions, such as the blockade of West Beirut, when, on account of the very heavy shelling, the ICRC had to appeal to all the States party to the Conventions to put a stop to the suffering inflicted on the civilian population.

ICRC delegates were authorized to visit all the prisoners captured during this period, despite the fact that their status as prisoners of war or civilian internees had not been recognized by Israel.

Subsequently many repatriations, organized from August 1982 to May 1985, enabled these prisoners to rejoin their families. Two of these operations involved thousands of men and took several months of negotiations to organize and carry through.

Today, the ICRC is particularly concerned about the plight of arrested persons to whom it has no access and that of the civilian population in the area of southern Lebanon controlled by the Israeli armed forces. Confronted by the hundreds of houses destroyed, the thousands of people displaced and the very high number of arrests, it is continuing its approaches to the Israeli Government and the local authorities with a view to putting an end to these violations and being allowed to provide the victims with the protection they are entitled to.

Conclusion

Both in the occupied territories and during Israel's intervention in Lebanon, failure to recognize the applicability of international humanitarian law has substantially diminished the protection of persons covered by the Conventions and weakened the influence that humanitarian law is designed to bring to bear upon government action; this more often than not leads to practices conflicting with the provisions of international humanitarian law. Moreover, this is a general issue which goes beyond the context of this conflict and warrants the full attention of this Conference.

4. Kampuchea

The conflict in Kampuchea, like several others, is considered to be international by some and to be internal by others. There again, the main concern of the ICRC is to provide protection and assistance to all of the victims, wherever they may be.

Admittedly, the joint action taken since 1979 by the ICRC and UNICEF within Kampuchea and along the Khmer-Thai border, together with very many other humanitarian organizations, has brought relief to hundreds of thousands of starving and often sick **civilians**. But this statement does not mean that the fate of those Kampucheans, who are massed in a narrow strip of Thai territory along the Kampuchean border or even in unsafe zones inside the country, is any less tragically uncertain today. The food and medical assistance with which they continue to be provided in no way represents a lasting solution to the calamity which has befallen these people, who are trapped between opposing forces and who look with increasing despair to the future.

As I am speaking today to the assembled representatives of governments who have influence which could be used to hasten a solution to this conflict, I would like to plead with them, on behalf of all those men, women and children, to encourage more active attempts to find that solution and thus not overlook a tragedy which has ceased to be headline news.

And those civilians are unfortunately not the only human pawns whose lives and welfare are at stake in this conflict; the ICRC remains very concerned about the lives and welfare of the **prisoners**. Despite repeated approaches made to the various parties to the conflict, the ICRC has so far not been allowed to carry out its mandate and provide protection for prisoners inside Kampuchea, and it has only occasionally been allowed access to a very limited number of prisoners along the Khmer-Thai border.

Here too I launch an urgent appeal to all the parties to the conflict and to all governments in a position to support our efforts vis-à-vis those parties, and call for the rules of humanitarian law to be respected and the ICRC to be authorized without delay to carry out its mission on behalf of all the prisoners, wherever they are to be found.

5. Lebanon

In a conflict which has been claiming countless civilian victims for over eleven years, ICRC delegates have been able, despite the gravity of the situation and thanks to their contacts and the relations of trust that have been established with all parties to the conflict, to provide protection and

assistance to thousands of people directly affected by the events.

Over the past few years, both the ICRC and the Lebanese National Red Cross Society have been facing increasing difficulty in fulfilling their mandates. Despite these difficulties, the ICRC and the Lebanese Red Cross have succeeded in assisting the wounded, even though they were not always able to intervene as rapidly as required. The ICRC has managed to gain access to certain persons held by certain parties to the conflict, although its delegates have been unable to visit many persons detained in connection with the events. The fate of thousands of persons reported missing since the beginning of the conflict remains unknown. Among the vast numbers of victims of this tragedy, the many first-aid workers of the Lebanese Red Cross who have lost their lives in the accomplishment of their duty are especially in our thoughts. With innocent civilians as the victims of shelling, car-bombs and hostage-taking, the ICRC appeals to all the parties to this conflict to curb the use of violence and to ensure that fundamental humanitarian principles are respected by all.

6. Namibia/South West Africa

In Namibia the existence of an armed conflict cannot be denied.

On account of the restrictions imposed upon the work of its delegates by the South African authorities and despite numerous representations to these authorities, the ICRC has been able, since the opening of an office in Windhoek in 1981, to carry out only some of the tasks incumbent upon it under its mandate.

The ICRC must be granted access to areas in Namibia which are particularly affected by the conflict in order to carry out a truly effective operation in aid of prisoners and civilian victims. Its delegates must be notified of captures and arrests and be able to visit without hindrance persons detained in connection with the conflict, such visits being conducted in accordance with the relevant procedures under international humanitarian law. To date, the ICRC has not received a satisfactory reply concerning any of these points, despite the fact that, from the humanitarian point of view, the situation is extremely disturbing.

7. The aftermath of the Ogaden conflict

Although the Ogaden conflict which set Ethiopia and Somalia at variance in 1977 is a situation clearly covered by the Geneva Conventions, the ICRC has encountered constant difficulty, in both countries, in fulfilling its mission of protection and assistance in aid of prisoners of war, some of whom have now been held captive for almost ten years.

Contrary to the provisions of Article 126 of the Third Convention, only on very rare occasions have ICRC delegates been authorized to speak

without witness with the 213 Ethiopian prisoners of war and one Cuban POW held in Somalia. On the other hand, in Ethiopia delegates have not been able to speak without witness with the 215 Somali prisoners of war for almost one year.

Notwithstanding repeated approaches since August 1977 to the two parties concerned, and despite the resolution adopted by the Twenty-fourth International Conference of the Red Cross in Manila in 1981, the ICRC is still awaiting a positive response to the question of repatriation of the seriously sick and wounded and access to all prisoners of war, as the two countries accuse each other of withholding prisoners from ICRC visits. Moreover, 10 years after the prisoners were captured, and although there is no longer any state of active hostility between the two countries, both governments still refuse to consider a general repatriation of all these prisoners, though they are obliged to repatriate them under the provisions of the Third Convention.

These men, whose health has in some cases been very seriously impaired, have become the forgotten hostages of political differences that persist between the two countries. This being so, the ICRC can but call once again upon the community of States party to the Geneva Conventions to support its efforts to ensure that the fundamental rules of humanitarian law are respected without further delay.

8. Western Sahara

There is also some dispute as to whether the armed conflict in the Western Sahara should be regarded as an international or an internal conflict, and as to the obligations of the parties involved. For the ICRC, the situation is of particular humanitarian concern. Combatants have been captured on both sides. Their capture should have been notified to the ICRC and they should have been able to correspond with their families and receive regular visits without witness from ICRC delegates. The possibility of their repatriation after such lengthy captivity should also be seriously examined.

In 1984, the ICRC was granted access to 210 Moroccan prisoners held by the Polisario Front and to 99 Algerian soldiers in Moroccan hands. The same year 10 Moroccan prisoners were released by the Polisario Front and repatriated with the ICRC acting as intermediary. In 1985, a second group of 208 Moroccan prisoners was visited, and ICRC delegates twice visited another 35 Moroccan prisoners held by the Algerians. A few days ago, a further visit took place to 99 Algerian prisoners in Moroccan captivity.

The figures I have just quoted for the frequency of ICRC visits and the number of prisoners seen are not as impressive when considered against the length of time for which this conflict has gone on and when it is borne in

mind that years of intense negotiation elapsed between these all too infrequent visits to only a certain number of the prisoners. It should be pointed out that the ICRC has still not been notified of the identity of all the Moroccan prisoners held by the Polisario Front and all the Sahrawi prisoners held by the Moroccans. Moreover, since 1978 the ICRC has no longer been authorized to visit any Sahrawi prisoners in Moroccan hands. Most of the prisoners are victims of the political issues at stake in this conflict, and many are now entering their tenth year of captivity without ever having been able to communicate with their families, some of them not even receiving more than very intermittent visits—at best—from the ICRC.

This is a desperate situation for men who, simply because of the attitude of the parties to the conflict, find themselves deprived of effective and regular protection under the Conventions and have been waiting so many years for repatriation to put an end to their tragic plight.

9. Chad

In Chad, where our institution has been active since 1978, the ICRC has tried, in an extremely unsettled situation, to fulfil its mandate in aid of the victims of clashes between the *Forces Armées Nationales Tchadiennes* (FANT) and troops of the *Gouvernement d'Union Nationale de Transition* (GUNT). Since March 1984, the ICRC has regularly had access to some 700 prisoners detained by the government in N'Djamena. Conversely, it has not been able to visit prisoners captured by the government during the clashes in February and March 1986, nor has it succeeded, despite its repeated requests, in obtaining permission to visit government soldiers held in the north of the country.

III. OTHER CONFLICT SITUATIONS

This summary account of the ICRC's field operations would certainly be incomplete if I did not also briefly refer to other conflicts, those in which the ICRC has been able to carry out its activities only to a very limited extent, or has not been able to act at all, certain parties to these conflicts preventing the victims from receiving the protection and assistance which the ICRC is authorized to offer.

In **Angola**, with the authorities' agreement, the ICRC has developed a large-scale food and medical assistance programme to help several hundred thousand civilians affected by the clashes on the high central plateau, in the provinces of Benguela, Huambo and Bié. It was able to provide protection

to a few prisoners captured in the south of the country following armed clashes between Angolan government forces and South African army troops. However, the ICRC's offers of services to the Angolan Government to visit persons captured during clashes inside the country have not so far met with any positive response.

In **Ethiopia**, in conjunction with the National Red Cross Society, the ICRC has launched a major food and medical assistance programme which, in May 1985, covered no less than one million persons living in areas stricken both by drought and by conflict situations, particularly in Tigre and Eritrea. However, the ICRC has still not been able to develop its traditional protection and assistance activities in favour of persons captured in the course of these internal conflicts.

In **Mozambique**, the ICRC has been trying since 1983 to set up programmes aimed at giving protection and assistance to the civilian and military victims of the conflict situation prevailing in the country, and has also offered its services to visit persons captured in that conflict.

Despite numerous requests, however, the ICRC has still not received the safety guarantees required for it to carry out its activities, nor has its role been fully recognized as that of a neutral institution working for the civilian population severely affected by the conflict.

In another area of the world, the situation in **Sri Lanka** is the source of serious humanitarian problems. The ICRC approached the Sri Lankan authorities back in 1983 to offer its humanitarian services and propose setting up programmes to ensure the protection of persons arrested in connection with the events, the transmission of news between persons detained and their families, assistance to civilians affected by the situation, and dissemination of knowledge of humanitarian law and the fundamental principles. The contacts made between members of the Sri Lankan Government and ICRC representatives both in Colombo and Geneva between 1983 and 1986 unfortunately achieved no concrete results, except for a project to disseminate knowledge of international humanitarian law, carried out jointly with the Sri Lanka Foundation. I can do no more here than express the ICRC's hope that it will be possible to re-establish and pursue a constructive exchange of views with the Sri Lankan authorities, and its desire to seek the support of the international community.

Southern Sudan — I should also like to voice my deep concern about the plight of the civilian population affected by the conflict situation in southern Sudan. In spite of numerous persistent negotiations conducted with the various parties, especially with the SPLA, the political and military priorities of the parties, as well as security problems, have thus far made it impossible for the ICRC to set up an operation to reach all the victims. The blockade of certain towns, used as a means of warfare, makes

this situation particularly intolerable. Nine ICRC delegates were stranded for over two months in the besieged town of Wau as helpless witnesses of the plight of its population.

The Kurds — Lastly, we cannot turn a blind eye to the long-standing conflict between the Kurds and several governments, a conflict in which the ICRC has been unable to carry out any of its humanitarian activities since 1981.

IV. DRAFT RESOLUTION

This brings me to the end of my review of conflict situations where the ICRC has been unable to carry out the basic humanitarian tasks which its mandate or its right of initiative should unquestionably enable it to perform; I should like to mention that the ICRC will be distributing, together with the text of this report, a draft resolution covering all the situations I have just described. After giving the matter careful thought, we considered it preferable to have a single resolution covering all armed conflict situations in which the ICRC expects firm support from this Conference.¹

V. SITUATIONS INVOLVING INTERNAL DISTURBANCES AND TENSIONS

Besides the armed conflicts to which I have referred, there are *many situations involving internal disturbances and tensions* in which the ICRC works with varying degrees of difficulty or would like to be able to make use of its right of initiative laid down in the Statutes of the International Red Cross. These situations are not armed conflicts and are therefore not covered by the Geneva Conventions.

Information on those situations may be obtained from the various ICRC reports, and this Conference should take an overall approach to dealing with them, as it did in Resolution VI in Manila.

The fact that the situations in question are not mentioned in the draft Resolution to which I have referred, and which the ICRC is submitting to this Conference, does not mean that we are not concerned about them. On

¹ This draft resolution was submitted to the Commission of International Humanitarian Law along with other draft resolutions and amendments introduced by several delegations. All the drafts were examined by a working group set up for this purpose. The working group tabled a draft resolution which was adopted by consensus first by the Commission and then by the Conference (Resolution 1) during its plenary meeting of 31 October 1986 (See *International Review of the Red Cross*, November-December 1986, pp. 327-329 and 340-342).

the contrary, in some cases—as in South Africa, for example—they involve problems of humanitarian law and principles as severe as, if not even more severe than those encountered in certain armed conflicts, an example being the imprisonment of tens of thousands of security detainees.

VI. FOR A HUMANITARIAN MOBILIZATION

Our review does not purport to be exhaustive; it makes no mention of numerous other, non-operational ICRC activities, most of which will be discussed in connection with other items on the Agenda.

At this point, and by way of conclusion, I wish to confine myself to item 2.1 on the Agenda and focus on the main issue, that is **the supreme importance for the States party to the Geneva Conventions to respect and ensure respect for international humanitarian law.**

Whenever faced with serious and persistent difficulties in performing its tasks and unable to overcome them on its own, the ICRC has unfailingly drawn attention to this obligation, which, by virtue of Article 1 common to the four Geneva Conventions, is incumbent upon all the States party to the Conventions. In some particularly difficult situations, several governments have indeed made representations to States which were neglecting, partially or totally, to abide by the provisions of the Geneva Conventions. We wish to convey to those governments our sincere thanks, while emphasizing that every State party should give further careful consideration to the idea of the States' joint responsibility.

The ICRC wishes to take this opportunity to express its gratitude to all the governments and National Societies which give it their financial support. It is also grateful for the confidence they show in the ICRC every time they facilitate its work.

I should also like to thank the Council of Europe, the Organization of African Unity (OAU) and the Inter-Parliamentary Union (IPU), which have in the past two years adopted resolutions in support of the ICRC.

We must realize that only stricter respect for the rules of humanitarian law will make it possible to prevent the condition of defenceless human beings from fast becoming unbearable. It is therefore our collective duty to make those in power understand the many arguments in favour of enhanced respect for the Law of Geneva and the Law of The Hague.

I shall mention only a few here:

- **moral, religious, ideological, ethical or political principles** existing in all civilizations and in every political system demand respect for the person who is unable to or can no longer fight, and require that one should

treat others as one would wish to be treated oneself in similar circumstances;

- **maintaining at least a minimum dialogue** between adversaries to help restore peace must remain a constant objective, and humanitarian law contributes towards its attainment: experience shows that unresolved humanitarian problems eventually become serious obstacles to the restoration of normal relations between countries. Conversely, humane treatment of prisoners or enemy civilians is the first step towards peace;
- **the preservation of cultures, civilizations and life** in all its forms is an intrinsic part of humanitarian law: by affirming and strengthening the principle of distinguishing between combatants and non-combatants, in spite of the terrifying means of destruction invented by man, humanitarian law is ultimately a warranty of **mankind's survival**;
- similarly, States are sensitive when it comes to their **image** in world opinion, and nothing tarnishes the image of a government more than its violations of essential humanitarian rules.

Even where the formal application of law is contested, humanitarian principles must prevail, the essential values of humanity must be respected at all times. The first of these is recognizing the spark of humanity in all men. As Octavio Paz, a Mexican writer, said, denying the humanity of another is denying our own humanity.

The protection of humanitarian values must be one of the priorities of States and of every man, and part of a collective strategy; it must be included in negotiations and international agreements and have the support of the public conscience.

It is therefore essential to understand that respect for humanitarian law is an indispensable stage in bringing back a more humane world. First of all civilians must be spared, then they must be able to have the medical aid and food they need for survival. But it is also necessary, once the initial emergency is over, to help them sink wells and give them seed with which to grow crops, and lastly, to make sure that the scourge of war will never again strike their families or their belongings and that their rights and convictions will be respected. **Respect for humanitarian law thus becomes the first step on the road to peace.**

The ICRC wishes to submit for your consideration this review, both comprehensive and fundamental, of respect for international humanitarian law, because the work you do, each one of you, as members of governments, National Societies, national or international organizations, contributes directly or indirectly towards ensuring the application of humanitarian law and humanitarian principles, thereby helping to foster the spirit of

peace in a world where conflicts abound. That was also the message which the ICRC wished to convey when, on 10 January 1985, its President launched the **"Appeal for a humanitarian mobilization"**, declaring that:

"Everyone must realize the urgent and drastic need for a great upsurge of humanity and solidarity, which has become indispensable in view of the present and potential madness of human violence. But the ICRC does not for a moment imagine that it can win the struggle on its own: it must mobilize governments and the Red Cross and Red Crescent Movement to join in the battle for universal respect of defenceless human beings.

"The staggering humanitarian needs of the future call for commensurable efforts. By States, first of all.

"By the Red Cross and Red Crescent Movement, which must throw into the struggle for the respect of man's dignity all the moral strength of its principles and universality. The ICRC, too, must be mobilized for an all-out, long-term effort to disseminate knowledge of international humanitarian law, contribute to the development of National Societies and seek material and political means to conduct a humanitarian strategy in keeping with the mandate entrusted to it by States in the Geneva Conventions. To cope with the increasing number, variety and duration of conflicts, with the inhumane treatment arising from the hardening of ideological, or even religious and racial attitudes, and with the declining respect for treaties and law in general, only a concerted action by all the forces of universal humanitarianism, a mobilization of States and peoples, might raise in any decisive manner the level of respect for humanitarian rules in conflicts—short of abolishing war altogether."

The need for this appeal and for an effective response to it remains as acute today as when it was made. May this Conference strive to give such a response, tackling important issues with calmness, determination and lucidity, and aware of its responsibility towards future generations.

Recognition of the Saint Lucia Red Cross Society

Geneva, 12 December 1986

CIRCULAR No. 540

*To the Central Committees of the National Red Cross
and Red Crescent Societies*

LADIES AND GENTLEMEN,

We have the honour to inform you of the official recognition of the Saint Lucia Red Cross Society by the International Committee of the Red Cross. This recognition, which took effect on 1 October 1986, brings to 140 the number of National Societies members of the International Red Cross and Red Crescent Movement.

Founded in 1949, the Society officially applied for recognition by the International Committee of the Red Cross on 15 August 1986. In support of its application it forwarded various documents, including the text of its Statutes and a copy of the Saint Lucia Red Cross Society Act No. 3 of 1983 attesting that the Saint Lucia Red Cross is recognized by the government as a voluntary aid society auxiliary to the public authorities in accordance with the provisions of the First Geneva Convention of 1949. Reports on the Society's activities during the three previous years were also submitted.

All these documents, which were examined jointly by the International Committee and the Secretariat of the League of Red Cross and Red Crescent Societies, showed that the ten conditions for the recognition of a new National Society by the International Committee had been fulfilled.

The International Committee and the League have observed the activities of the Saint Lucia Red Cross for several years. Representatives of the two institutions have ascertained that the Saint Lucia Red Cross is set up in conformity with the Fundamental Principles of our Movement. It has an infrastructure enabling it to act throughout the national territory and its work embraces several activities: services to the community (helping the aged, home helps, working in hospitals) by young volunteer workers and the training of first-aid instructors. It is also involved in the government's disaster-preparedness programme.

Saint Lucia, a former British colony, attained independence on 22 February 1979 and became party to the Geneva Conventions of 12 August 1949 by a declaration of succession received on 18 September 1981 by the Swiss Federal Council and taking effect from the date of its independence.

The Saint Lucia Red Cross is presided over by Mr. Kenneth Monplaisir. The Society's headquarters are in Castries. Its address is as follows: Saint Lucia Red Cross, 2 Mongiraud Street, Castries.

The International Committee of the Red Cross has pleasure in welcoming the Saint Lucia Red Cross to membership of the International Red Cross and Red Crescent Movement and in accrediting it and commending it, by this circular, to all other National Societies. It expresses sincere good wishes to the Society for its future and for the success of its humanitarian work.

FOR THE INTERNATIONAL COMMITTEE
OF THE RED CROSS

Alexandre HAY
President

Recognition of the Guinean Red Cross Society

Geneva, 12 December 1986

CIRCULAR NO. 541

*To the Central Committees of the National Red Cross
and Red Crescent Societies*

LADIES AND GENTLEMEN,

We have the honour to inform you of the official recognition of the Guinean Red Cross by the International Committee of the Red Cross. This recognition, which took effect on 1 October 1986, brings to 141 the number of National Societies members of the International Red Cross and Red Crescent Movement.

Founded on 26 January 1984, the Society officially applied for recognition by the International Committee of the Red Cross on 20 August 1986. In support of its application it forwarded various documents, including the text of its Statutes and a copy of Government Decree No. 006/PRG/86 of 15 January 1986 attesting that the Guinean Red Cross is recognized by the government as a voluntary aid society auxiliary to the public authorities in accordance with the provisions of the First Geneva Convention of 1949. A report on the Society's activities was also submitted to the ICRC.

All these documents, which were examined jointly by the International Committee and the Secretariat of the League of Red Cross and Red Crescent Societies, showed that the ten conditions for the recognition of a new National Society by the International Committee had been fulfilled.

The International Committee and the League have followed with interest and satisfaction the rapid progress of the Guinean Red Cross. Representatives of the two institutions have ascertained that the Guinean Red Cross is set up in conformity with the Fundamental Principles of our Movement. It already has an infrastructure enabling it to act throughout the national territory and its work embraces several activities: first-aid blood transfusions, assistance to prisoners and organizing information seminars nationwide.

On 11 July 1984, the Swiss Federal Council received notification of the accession of the Republic of Guinea to the Geneva Conventions of 12 August 1949, which therefore entered into force on the territory of Guinea on 11 January 1985.

The Guinean Red Cross is presided over by Mr. Louis Holié. The Society's headquarters are in Conakry. Its address is as follows: Guinean Red Cross, P.O. Box 376, Conakry.

The International Committee of the Red Cross has pleasure in welcoming the Guinean Red Cross to membership of the International Red Cross and Red Crescent Movement and in accrediting it and commending it, by this circular, to all other National Societies. It expresses sincere good wishes to the Society for its future and for the success of its humanitarian work.

FOR THE INTERNATIONAL COMMITTEE
OF THE RED CROSS

Alexandre HAY
President

Recognition of the Angola Red Cross Society

Geneva, 12 December 1986

CIRCULAR No. 542

*To the Central Committees of the National Red Cross
and Red Crescent Societies*

LADIES AND GENTLEMEN,

We have the honour to inform you of the official recognition of the Angola Red Cross Society by the International Committee of the Red Cross. This recognition, which took effect on 1 October 1986, brings to 142 the number of National Societies members of the International Red Cross and Red Crescent Movement.

Founded on 16 March 1978, the Society officially applied for recognition by the International Committee of the Red Cross on 16 August 1986. In support of its application it forwarded various documents, including the text of its Statutes and a copy of Government Decree No. 25/78 of 16 March 1978 attesting that the Angola Red Cross is recognized by the government as a voluntary aid society auxiliary to the public authorities in accordance with the provisions of the First Geneva Convention of the 1949.

All these documents, which were examined jointly by the International Committee and the Secretariat of the League of Red Cross and Red Crescent Societies, showed that the ten conditions for the recognition of a new National Society by the International Committee may be considered as fulfilled.

The International Committee and the League have observed the activities of the Angola Red Cross for several years. Representatives of the two institutions have ascertained that the Angola Red Cross is set up in conformity with the Fundamental Principles of our Movement. It is in a position to operate in the more inhabited regions of the country and its work embraces several activities: training first-aid workers, assisting the needy (children, the aged and displaced people), preparing for activities in the event of conflict, and an information and dissemination programme. Furthermore, it participates in the national blood transfusion programme.

An independent State since November 1975, Angola has acceded to the Four Geneva Conventions and Protocol I: notification of accession reached Berne on 20 September 1984 and for Angola the Conventions and Protocol I therefore entered into force on 20 March 1985.

The Angola Red Cross is presided over by Mr. Belarmino van Dunen. The Society's headquarters are in Luanda. Its address is as follows: Angola Red Cross, Av. Hoji Ya Henda 107, Luanda.

The International Committee of the Red Cross has pleasure in welcoming the Angola Red Cross to membership of the International Red Cross and Red Crescent Movement and in accrediting it and commending it, by this circular, to all other National Societies. It expresses sincere good wishes to the Society for its future and for the success of its humanitarian work.

FOR THE INTERNATIONAL COMMITTEE
OF THE RED CROSS

Alexandre HAY
President

Recognition of the Suriname Red Cross Society

Geneva, 12 December 1986.

CIRCULAR NO. 543

*To the Central Committees of the National Red Cross
and Red Crescent Societies*

LADIES AND GENTLEMEN,

We have the honour to inform you of the official recognition of the Suriname Red Cross by the International Committee of the Red Cross. This recognition, which took effect on 1 October 1986, brings to 143 the number of National Societies members of the International Red Cross and Red Crescent Movement.

Founded on 20 June 1940, the Society officially applied for recognition by the International Committee of the Red Cross on 12 August 1986. In support of its application it forwarded various documents, including the text of its Statutes and a copy of Government Decree No. 99 of 22 September 1983 attesting that the Suriname Red Cross is recognized by the government as a voluntary aid society auxiliary to the public authorities in accordance with the provisions of the First Geneva Convention of 1949. A report on the Society's activities was also forwarded to the ICRC.

All these documents, which were examined jointly by the International Committee and the Secretariat of the League of Red Cross and Red Crescent Societies, showed that the ten conditions for the recognition of a new National Society by the International Committee may be considered as fulfilled.

The International Committee and the League have observed the activities of the Suriname Red Cross for several years. Representatives of the two institutions have ascertained that the Suriname Red Cross is set up in conformity with the Fundamental Principles of our Movement. Its work embraces several activities: blood transfusion, first-aid and life-guard courses, training instructors, preparedness for natural disasters. Furthermore its youth section is involved in various social events (day of the disabled, selling handicrafts made in the Society's workshops).

Suriname, a former Dutch colony, attained independence on 25 November 1975 and became party to the Geneva Conventions of 12 August 1949 by a declaration of succession received on 13 October 1976 by the Swiss Federal Council and taking effect from the date of its independence.

The Suriname Red Cross is presided over by Dr. E.R.R. Radhakishun. The Society's headquarters are in Paramaribo. Its address is as follows: Suriname Red Cross, Gravenberchstraat 2, Paramaribo.

The International Committee of the Red Cross has pleasure in welcoming the Suriname Red Cross to membership of the International Red Cross and Red Crescent Movement and in accrediting it and commending it, by this circular, to all other National Societies. It expresses sincere good wishes to the Society for its future and for the success of its humanitarian work.

FOR THE INTERNATIONAL COMMITTEE
OF THE RED CROSS

Alexandre HAY
President

Recognition of the Red Crescent of Djibouti

Geneva, 12 December 1986

CIRCULAR NO. 544

*To the Central Committees of the National Red Cross
and Red Crescent Societies*

LADIES AND GENTLEMEN,

We have the honour to inform you of the official recognition of the Red Crescent of Djibouti by the International Committee of the Red Cross. This recognition, which took effect on 15 October 1986, brings to 144 the number of National Societies members of the International Red Cross and Red Crescent Movement.

Founded on 1 August 1977, the Society officially applied for recognition by the International Committee of the Red Cross on 8 October 1986. In support of its application it forwarded various documents, including a report on its activities, the text of its Statutes and a copy of Government Decree No. 77-042/PR of 18 October 1977 attesting that the Red Crescent of Djibouti is recognized by the government as a voluntary aid society auxiliary to the public authorities, in accordance with the provisions of the First Geneva Convention of 1949.

These documents, which were examined jointly by the International Committee and the Secretariat of the League of Red Cross and Red Crescent Societies, showed that the Red Crescent of Djibouti is set up in conformity with the Fundamental Principles of our Movement.

The International Committee and the League have observed the activities of the Red Crescent of Djibouti for several years. Representatives of the two institutions have ascertained that, thanks to the support of various National Societies, the Red Crescent of Djibouti should shortly be able to reach a level of development that will enable it to fully assume its role throughout the country and to develop its activities, which currently consist in training first-aid workers, teaching first aid and preventive hygiene and distributing food and relief items to those in need.

The Republic of Djibouti acceded to independence on 27 June 1977 and became party to the Geneva Conventions of 12 August 1949 by a declaration of succession received by the Swiss Federal Council on 6 March 1978 and which entered into force on the date of independence.

The Red Crescent of Djibouti is presided over by Mrs. Aicha Bogoreh. Its headquarters are located in Djibouti. The Society's address is as follows: Société du Croissant-Rouge de Djibouti, B. P. 8, Djibouti.

The International Committee of the Red Cross has pleasure in welcoming the Red Crescent of Djibouti to membership of the International Red Cross and Red Crescent Movement, in accrediting it and commending it, by this circular, to all other National Societies, and in expressing sincere good wishes to the Society for its future and for the success of its humanitarian work.

FOR THE INTERNATIONAL COMMITTEE
OF THE RED CROSS

Alexandre HAY
President

Recent missions by the President of the ICRC

In November and December 1986, the President of the International Committee of the Red Cross went on several missions which took him to London, Brussels, The Hague and Brasilia.

In *London*, the President had a meeting with Lady Limerick, Chairman of the Council of the British Red Cross Society, to discuss the work of the Twenty-fifth International Conference of the Red Cross and the ICRC's current activities.

On 27 November, the President went to *Brussels*, accompanied by Mr. M. Convers, Deputy Director of Operations, and Mr. P. Schoch, Deputy Head of the Financing Division.

Mr. Hay and Mr. Convers had talks with the Prime Minister, Dr. Wilfried Martens, the Minister for Foreign Affairs, Mr. Tindemans, the Minister for the Budget, Scientific Policy and Research, Mr. Verhofstadt, and Prof. V. Leysen, President of the Dutch-speaking community of the Belgian Red Cross.

The topics discussed included the Twenty-fifth International Conference of the Red Cross, the operations of the ICRC in South Africa, southern Sudan, Ethiopia, Zaire and the Philippines, and the financing of the ICRC's regular budget.

Furthermore Dr. Martens, H. R. H. Prince Albert, President of the Belgian Red Cross, and the President of the ICRC attended the opening ceremony of a symposium on the implementation of the Additional Protocols, organized on 27 and 28 November by the Belgian Red Cross.

The object of the symposium was to examine all the measures to be taken by Belgium in peacetime to implement the Protocols which it recently ratified.

In the course of the mission, the President of the ICRC had a meeting with members of Parliament to whom he gave a talk on the International Red Cross and Red Crescent Movement in general, on the Fundamental Principles, the ICRC's objectives and the Twenty-fifth International Conference.

On 28 November, in *The Hague*, the President of the ICRC had a discussion with the leaders of the Netherlands Red Cross: H.R.H.

Princess Margriet, member of the Committee, Mr. Van der Weel, Chairman, Dr. Herrema, General Director, and Mr. Tjittes, Head of International Affairs. They talked, *inter alia*, about the situation in Suriname and the ICRC's potential activities in that country.

At government level, the President of the ICRC met Mr. Bukman, Minister for Development Aid and Co-operation, Mr. Hoekmann, Director General of Development Aid Services, and Mr. Ringolda, Director of the Division for International Organizations. Among the topics discussed were the financing of the ICRC's regular and special budgets, and the ICRC's objectives for 1987.

From 15 to 17 December 1986, Mr. Hay, accompanied by Mr. Serge Nessi, Head of the Financing Division, and Mrs. Sylvie Junod, regional delegate in Buenos Aires, went to *Brazil* to discuss with the Brazilian authorities and the Head of State the ICRC's financing and operational activities and the Additional Protocols.

On 17 December, the ICRC President had a meeting with Mr. José Sarney, President of the Republic. Others present included the Brazilian President's adviser on Foreign Affairs, Mr. Rubens Ricupero, and Mrs. Mavy Harmon, President of the Brazilian Red Cross.

After thanking Brazil for supporting the OAS resolution, Mr. Hay talked about the ICRC's current operations throughout the world, in particular in Central America. He later had a meeting with Mr. Rubens Barbosa, the Under-Secretary of State for Foreign Affairs in charge of multilateral and special political matters.

The President of the ICRC and Mrs. Harmon also attended the concert given on 16 December in Rio de Janeiro by the World Philharmonic Orchestra (WPO) in aid of the Red Cross.

Appointment of two new honorary members

At its session of 21 January 1987, the ICRC Assembly took leave of two of its members: Dr. Jacques de Rougemont, who is withdrawing for health reasons, and Mr. Henry Huguenin, who did not wish to renew his mandate. The Assembly expressed its grati-

tude to them both for the eminent services they had rendered to the Red Cross and made them honorary members.

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Dr. Jacques de Rougemont was born in Neuchâtel in 1918 and became a doctor in Geneva; he was appointed a member of the ICRC in 1967, and has always shown great dedication and competence in his work for the ICRC. The institution first called upon him in 1960 to carry out a mission to assist political detainees in Greece. The following year he was asked to take part in the assistance to Polish victims of pseudo-medical experiments carried out in Nazi concentration camps, visiting Poland seven times.

Since his appointment to the Committee, Dr. de Rougemont has been a member of several commissions and working groups, in particular the Committee of the Florence Nightingale Medal, the Medical Commission, the Medico-Social Commission and the Working Group on Relations with National Societies. Dr. de Rougemont's wide knowledge of medical matters and extensive experience of the Red Cross have proved invaluable. Dr. de Rougemont has also chaired the Recruitment Commission and was a member of the Presidential Council from 1968 to 1971.

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Mr. Henry Huguenin, of Collonge-Bellerive (Geneva), born in Lucerne in 1918, has held prominent posts successively in a large banking establishment in Geneva, in Zurich, and in one of the major Genevese banks.

The ICRC called upon him to undertake two missions to the Middle East, first as head of delegation in Jerusalem in 1969, and then in 1970 as co-ordinator in Amman for the joint ICRC/League relief operation in Jordan.

Mr. Huguenin was appointed a member of the ICRC on 17 January 1974. He has taken an active part in several Committees and Working Groups of the ICRC, particularly the Financing and Management Commission and the Principles and General Policy Commission, where his contributions were highly appreciated.

Mr. Huguenin has also been on missions to Japan and Yugoslavia in recent years.

EXTERNAL ACTIVITIES

November-December 1986

Africa

Ethiopia

According to the final surveys there was a definite improvement in the nutritional status of the population in practically all the assisted areas, except for a few pockets in the provinces of Eritrea, Hararghe and Gondar.

The ICRC agronomist completed his assessment of the 1986 harvests, which yielded good overall results, particularly in Tigray. The 4,112 tonnes of seed that the ICRC had distributed through 1986 to some 221,000 families had produced about 115,000 tonnes of food. However, the situation cannot yet be considered stable; the ICRC is planning to distribute seed through 1987 to consolidate these results.

Mozambique

A number of foreigners held by the RENAMO (Mozambique national resistance movement) in Mozambique were released at the Malawi border and then repatriated, under the auspices of the ICRC.

The first group of 57 people, including 43 Portuguese, 10 Pakistanis, 2 Cape Verdeans and 2 Mauritians, were released and handed over to an ICRC delegate at the border on 17 December. The second group, composed of 1 British citizen, 4 Portuguese and 1 German and his family, were released on 22 December at another point on the border, also in the presence of an ICRC delegate. All these people were subsequently repatriated or travelled on to a country of their choice.

Angola

The month of November marks the beginning of the so-called “bad” season between harvests, and in November 1986 ICRC delegates once again noted an increase in the degree of malnutrition in several areas of Huambo Province, on the Planalto, also a sharp rise in the number of families recently displaced on account of the conflict. The ICRC delegation immediately opened two new feeding centres and stepped up food distributions.

Latin America

Suriname

In view of recent events in Suriname, and following discussions with the Suriname authorities and the National Society in early October, the ICRC regional delegate, based in Bogota, returned to Paramaribo in mid-November to make an offer of services to the authorities: the ICRC was prepared to visit persons arrested in connection with the events and provide any assistance needed by the civilian population in the areas most affected, following an assessment of their requirements. The regional delegate was subsequently joined by another delegate and a doctor sent out from Geneva on 8 December.

In November and December, respectively, the ICRC delegates visited 98 and 109 detainees held in Paramaribo's Fort Zelandia Prison. The authorities released half the detainees on 24 December and the ICRC gave them financial assistance for their journeys home.

The delegates were authorized to travel to the east of the country at the end of December. Their assessment of the situation showed that no action by the ICRC was necessary, for the time being.

Chile

ICRC delegates continued regular visits to security detainees held in prisons under the jurisdiction of the Ministry of Justice and in places of detention run by the “Central Nacional de Informaciones” (CNI). (The ICRC regularly receives lists of people arrested by the CNI.) The delegates also visited persons detained by the “carabineros” and the “Policía de Investigaciones”.

Paraguay

In Asunción, in early December, ICRC delegates visited security detainees—ten in all—held in four places of detention, two of which were under the jurisdiction of the Ministry of Justice and two under the control of the Ministry of the Interior.

Peru

People detained under Decree 046 received regular visits from the ICRC at the detention centres run by the Ministry of Justice and those under the control of the “Policía de Investigaciones del Perú”.

El Salvador

The ICRC delegates made their regular visits to security detainees held by the Government—including a one-week visit to the main penitentiary in San Salvador. On 28 December, they visited for the second time an officer held by the opposition for over a year. The ICRC also continued its programmes (food aid, medical care, sanitation, etc.) in aid of the civilian population affected by the conflict. In November, ICRC staff began giving lectures to members of the national police force taking part in a series of seminars on international humanitarian law and human rights.

Nicaragua

The ICRC was involved mainly in assisting detainees and their families and providing relief to the civilian population affected by the conflict. A major operation was carried out in the Rio Coco area in the north-east of the country, where the delegates distributed nearly 104 tonnes of relief supplies, including 89 tonnes of food, to 3,353 persons in November and 6,235 in December. The ICRC nurse gave the first of a series of lectures to some 20 public health officials in the same area.

Asia

Indonesia

From 3 to 19 November, the ICRC carried out the third series of visits made in 1986 to persons detained in connection with events in East Timor. Delegates saw 245 detainees in four places of detention in Dili and Djakarta.

From 14 November to 6 December, in co-operation with the Indonesian Red Cross, the ICRC helped some 900 displaced people on the main island of East Timor to return to their home villages, where food was distributed to them on arrival.

Philippines

As from 7 November, the ICRC resumed its visits to prisons in the provinces, administered by the Ministry of Local Governments; delegates saw 64 persons arrested in connection with incidents connected with the insurrection and held in 9 places of detention in regions 1 (Northern Luzon), 2 (Cagayan) and 6 (Panay and Negros Occidental). Visits will continue through 1987.

Kampuchea

On two occasions, on 13 November and 5 December, women who had been left alone in Kampuchea were reunited with relatives in France.

China

The ICRC Delegate General for Asia was in Beijing from 19 November to 3 December for discussions with the Chinese authorities and the Chinese Red Cross regarding the feasibility of ICRC action and co-operation in various fields.

In early December, the ICRC visited 14 Vietnamese soldiers captured by the Chinese and held in the provinces of Guangxi and Yunnan.

Nepal

The first national seminar on international humanitarian law was held from 1 to 4 December in Katmandu. The seminar was jointly organized by the Nepal Red Cross, the Ministry of Justice, the University and the ICRC, and attended by about thirty participants.

Sri Lanka

Two one-week introductory courses on international humanitarian law were held in Colombo in November for members of the Sri Lankan armed forces and the national police. The courses were organized by the ICRC, in co-operation with the "Sri Lanka Foundation" and the Ministry of Defence.

Middle East

Iran/Iraq conflict

On 3 December, following negotiations with the Iranian authorities, the ICRC was able to resume its visits to Iraqi prisoners of war in Iran, starting with the 1,871 prisoners held in Sari Camp. It continued on 22 December with a visit to the 1,771 POWs interned at Bojnurd Camp. The ICRC was able to register 378 new prisoners in these two camps.

In Iraq, the ICRC continued its regular visits to approximately 12,000 Iranian prisoners of war: a new series of complete visits began on 10 November in 9 camps and 4 military hospitals. From 16 to 18 December, ICRC delegates saw the Iranian Kurdish refugees in Al Tash Camp, which they had last visited in September. In November and December, the ICRC maintained the exchange of family messages between Iranian prisoners of war and their families, and between Iraqi POWs and their families.

Lebanon

In November and December, while heavy fighting went on around the Palestinian camps, ICRC delegates continued checking the level of stocks in the hospitals and dispensaries and provided them with the medical supplies and the medicines they needed. They also gave over 1,000 blankets and kitchen sets to civilians who had been driven from their homes by the fighting. The ICRC maintained regular contact with the various parties to the conflict, reminding them that the ICRC was always available to assist the victims. Despite its efforts, however, the ICRC did not gain access to the Palestinian refugee camps at Rachidieh, Bourj-el-Brajneh and Chatila, or to the village of Maghdouché.

In December, the ICRC delegation was increased by one delegate and a nurse.

Western Sahara conflict

From 5 to 8 December, an ICRC delegate and a doctor visited 35 Moroccan prisoners held in Algeria. The prisoners filled in messages which the ICRC transmitted to their families.

Jordan

An annual series of complete visits was carried out from 27 October to 18 December in 26 places of detention administered by the Prison Service, the Security Services and the Ministry of Defence. The delegates saw 3,448 detainees, 291 of whom were of particular concern to the ICRC.

Europe**United Kingdom**

The reports drawn up at the end of the series of visits carried out in 1986 to detainees held in Northern Ireland were transmitted to the British authorities at the end of November. The ICRC Delegate General for Europe and North America and the ICRC Chief Medical Officer then went to London on 11 December to discuss the reports with the Northern Ireland Office.

In 1986, from 26 August to 5 September, the ICRC visited some 1,600 detainees held in the Maze, Magilligan, Belfast and Magheburry Prisons.

IN THE RED CROSS AND RED CRESCENT WORLD

World Red Cross and Red Crescent Day 1987

The World Red Cross and Red Crescent Day 1987 has *CHILD ALIVE* as its theme and slogan.

This theme has been chosen to promote the aims of the *Child alive* Programme of the League of Red Cross and Red Crescent Societies: to help National Red Cross and Red Crescent Societies prevent the avoidable childhood deaths and disabilities caused by diarrhoea and diseases which can be prevented by immunization.

Every year, more than four million children die as a result of diarrhoea. Another four million children die from diseases which can be prevented by immunization (measles, whooping cough, tetanus, diphtheria, poliomyelitis and tuberculosis), and an equal number become physically or mentally disabled. Although most of these deaths and disabilities occur in Africa, Asia and Latin America, some of these diseases continue to affect the health of children in highly industrialized countries.

Most of these deaths and disabilities could be prevented if only we could get a few simple health messages into every home and could encourage people to *act*. There is a lot that people can do to keep their own children alive and healthy, but they need information, support and motivation.

The *Child alive* Programme was set up in 1984 by the League of Red Cross and Red Crescent Societies to help strengthen this work and to encourage all National Societies to join in the fight against these avoidable deaths and disabilities. Many National Societies in Africa, Asia and Latin America are already carrying out or developing *Child alive* activities. A number of National Societies in other countries participate by funding, information campaigns and related actions.

The important contributions that National Societies have already made towards improving the health of children were recognized by UNICEF in 1986, when they were honoured with UNICEF's Maurice Pate Award for their "outstanding contribution to the survival and development of children through the *Child alive* Programme".

Child alive offers technical support to National Societies which want to start new *Child alive* projects or strengthen existing programmes. Teaching modules on diarrhoea and immunization for basic first-aid training and youth have been developed. *Child alive* has also produced a number of model training materials and can provide assistance with local adaptation and translation.

During 1987 the *Child alive* Programme will put special emphasis on introducing "Oral Rehydration", "Prevention of Diarrhoea" and "Promotion of Immunization" into first-aid and youth activities.

The 1987 World Red Cross and Red Crescent Day should help National Societies to mobilize their members to fight these unnecessary deaths and diseases among children in their communities as well as to spread important health messages about oral rehydration therapy, the prevention of diarrhoea and the importance of immunization—through volunteers, staff, first aiders, youth, information departments etc.

For this purpose the League Secretariat has prepared a publicity kit including posters, postcards, stickers, pocket calendars, mini-posters and documents on the *Child alive* programme (aims and policies of *Child alive*, a chart of possible *Child alive* activities and a presentation of available educational materials). This kit was sent to all National Societies in December 1986.

Activities of National Red Cross and Red Crescent Societies

In this column the Review intends to publish, as regularly as possible, information and reports on National Societies' programmes of activities which on account of their originality, diversity and effects may serve as examples to other National Societies.

In any case, these articles will aim to show interested readers the range of humanitarian activities undertaken by National Societies faced with various communities' new needs in a society that is constantly changing.

THE SPANISH RED CROSS AND THE PROBLEM OF SOCIAL DROPOUTS

In this issue, the *Review* turns its attention to a very serious social problem which is the concern of numerous National Societies—the issue of social dropouts. For this purpose, the *Review* consulted a report entitled “Deprived Areas—the Fourth World”, which was compiled by the Spanish Red Cross and published in the September 1986 issue of its publication “Cruz Roja”. With the authorization of the Spanish Red Cross, the *Review* publishes below extensive extracts from the “Cruz Roja” editorial which places the problem of dropouts in its social and humanitarian context:

THE DROPOUT PHENOMENON: A PROBLEM OF OUR TIME?

“Obviously not. Through the ages, there have been people who have rejected the rules and structure of conventional society. What is new is that nowadays the dropout phenomenon has changed into something more than a social, cultural and economic reality: it has become a form of consciousness. Perhaps this is the very first time that the rejection of conventional society, as a sociological fact, has actually aroused concern and stimulated efforts to solve the problem, and has ceased to appear as a “natural”, inevitable and insoluble phenomenon.

”This newly emerged awareness and guilty conscience with regard to the dropout phenomenon must clearly lead to the discovery of collective responses to the problem. The

matter should be dealt with first and foremost by public social welfare institutions. From the social welfare point of view, charity can always patch things up. For people with a strong sense of social commitment, however, the dropout phenomenon requires another type of approach: a study of its causes and sources, a clear perception of its consequences and the need to introduce a suitable therapy to eradicate the phenomenon. The purpose of any form of social policy is to bring about an integrated and egalitarian society, in which the various manifestations of this dropout phenomenon are simply no longer feasible.

"As part of its new line of action, the Spanish Red Cross wants to respond to the new social conscience, whose major concern is man himself"... "Step by step, we shall systematically and carefully examine the various aspects of the problems posed by the dropout phenomenon, and shall gradually discover how we can actually counter its expansion. The growth of shanty towns, drug consumption, prostitution and juvenile delinquency are realities which we do not have to get used to and accept as inevitable. On the contrary, we can combat them, even overcome them, by forging a well-organized chain of solidarity. This is not a hollow concept but a valid objective, provided that it is possible to activate the systems that can draw out of such human solidarity practical activities which will have an impact on and beyond the present reality.

"One of the Spanish Red Cross' current objectives is to achieve maximum mobilization of the creative forces of Spanish youth. A highly stimulating mobilization that calls upon the vital forces of young people, urging them to transform our society, with the initial challenge of tackling what we might call society's darker side, in other words the dropout phenomenon. In principle we do not believe that this phenomenon has anything to do with either "good" or "evil". We do believe, however, that society is unfair, in that it forces some of us to behave in one way and enables others to behave differently. One of our main tasks is to strive to resolve this dichotomy, to make the effort to understand and actually transform the quality of life within our society, and especially that of young people today.

"To eradicate the dropout phenomenon by overcoming its problems and making it impossible to happen again is our final goal. For the time being, let us try and move towards it by gaining the best possible insight into its causes and effects. Information, purely and simply, is the first step without which only muddled and limited action can be taken."

Through a series of reports made in the suburbs of Spain's large towns and in poor rural areas, *Cruz Roja* describes the evolution and the recent development of this phenomenon which is essentially due to the economic crisis and its social consequences: the drift from the land to the cities and the creation of a suburban proletariat looking for work, or rather for any prospect of work. These deprived areas have given rise to a way of life adopted by their inhabitants—the unemployed, migrants, ill-treated or exploited young people—as a means of survival; they also form a promiscuous environment which unfortunately produces its share of drug addicts, alcoholics and delinquents.

How should these problems be tackled? Mr. José Farré Moran, national director for social welfare of the Spanish Red Cross, feels that traditional forms of social work are no longer sufficient. The need is for principles like solidarity and creative imagination to motivate the work undertaken to help these persons, in co-operation with social workers at the national, provincial and local levels.

In this regard, the general assembly of the Spanish Red Cross adopted in April 1986 an experimental assistance programme (Servicio Asistencial y Social de Atención Básica de la Cruz Roja—SASAB) intended for communities in deprived suburban and rural areas.

In a way, this service acts as a “detector” in finding out the needs of communities living in specific districts and areas, in particular the needs of vulnerable groups (children, old people, physically or mentally handicapped people, drug addicts, alcoholics, the unemployed, delinquents, prostitutes, ethnic minorities and the destitute). Basic teams, consisting of a Spanish Red Cross official assisted by volunteers and specialists, followed by “multidisciplinary teams” (social workers, physicians, psychologists), assess priorities and set up programmes which the provincial and local services concerned (social services, volunteers, youth, first-aid and emergency units) will then be asked to put into effect.

By means of this campaign the Spanish Red Cross, in its capacity as auxiliary to the public authorities, aims to implement an effective social welfare policy by exposing serious social problems and endeavouring to solve them in conjunction with provincial and local authorities.

As Mr. Francisco Bernardo, director of the voluntary service department of the Spanish Red Cross, stresses, in this respect the role of volunteers is of vital importance. In suburban districts and poor rural areas alike, it is volunteers from those milieux who are best placed to know the needs and the problems of the communities in question. Independently of the technical and material assistance that volunteers bring to a deprived area, their conduct must be directed to getting the inhabitants to share, through specific activities, in solving their own problems.

Pilot projects have already been launched in some districts in several Spanish cities where volunteers and specialists work together to make social welfare programmes more effective and to stimulate the participation of all in the cause of social well-being.

Dissemination of international humanitarian law

SECOND ARAB SEMINAR ON INTERNATIONAL HUMANITARIAN LAW

The second Arab seminar on international humanitarian law took place from 15 to 24 November 1986 in Amman. It was organized by the Jordan National Red Crescent Society.

The first seminar of this type took place in Amman in April 1981. It was part of the 'first generation' of regional seminars on dissemination of international humanitarian law. It had been suggested by the ICRC and organized by that institution and the Jordanian National Society.

The opening session of the second seminar was attended by Professor Daniel Frei, a member of the International Committee, representing the President of the ICRC, and Mr. Enrique de la Mata, President of the League. Mr. Yves Sandoz, Deputy Director at the ICRC, and Mr. Fritz Wendl, a legal adviser at the League, took part in the closing session.

Mr. François Gillioz, head of the Middle East desk in the Co-operation/Dissemination Division, took part in all the proceedings, with the aid of Mr. A. Zemmoli, a Tunisian lawyer, who gave invaluable help as an interpreter.

The League was represented at the working sessions by Mrs. Yolande Camporini, Technical Adviser, Statutory Matters/Dissemination, and Miss F. Hamarneh, who works at the League's Middle East desk.

Those taking part, about 60, were representatives from the Jordan National Red Crescent Society and from various government ministries in Jordan (Health, Foreign Affairs, Information and Education) and members of the armed forces and civil defence as well as delegates of the National Red Crescent Societies of the following countries: Bahrain, Djibouti, Iraq, Kuwait, Libya, Saudi Arabia, the Sudan, United Arab Emirates and the Yemen Arab Republic and those of the "Palestinian Red Crescent" and of the "Eritrean Red Crescent".

The seminar's chairmen were Dr. Ahmad Abu-Gura, President of the Jordan National Red Crescent Society and Chairman of the Standing Commission of the Red Cross and Red Crescent, and Mr. Abdel Ghani Ashi, Secretary-General of the General Secretariat of Arab Red Crescent and Red Cross Societies.

The lecturers were all professors of law who tailored their talks remarkably well to the audience, whom they were able to convince. Prominent among the speakers were Dr. Mohammad Aziz Shukri, from the University of Damascus, and Professors Salah el Din Amer and Said Daqqaq, both Egyptian, with whom fruitful links were established.

The work of the seminar, which was aimed both at the Red Crescent and governments, proved to be of a high standard and particularly emphasized the importance of dissemination:

FIFTH AFRICAN REGIONAL SEMINAR ON INTERNATIONAL HUMANITARIAN LAW

For the fifth time, the now traditional African regional seminar on international humanitarian law was held at Yaoundé, from 26 November to 4 December 1986. It was organized by the Henry Dunant Institute and the Institute of International Relations of Cameroon (IIRC), with the collaboration of the ICRC.

This seminar, the purpose of which was to examine the multiple aspects and recent developments of international humanitarian law, was attended by 78 participants from 28 African nations, including diplomats, jurists, university professors, journalists, members of the armed forces and of the National Red Cross and Red Crescent Societies. About thirty IIRC students were also present.

The opening and closing meetings of the seminar were honoured by the presence of the Minister of Foreign Affairs of

Cameroon, Mr. Eteki Mboumoua and that of the President of the Cameroon Red Cross, Mr. S. Pierre Tchoungui.

The ICRC was represented by Mr. Chappuis, Delegate-General for Africa, Mr. Rigopoulos, Regional Delegate based in Lagos, and Mr. Siegenthaler, legal delegate, Operational Activities. The Henry Dunant Institute had delegated Mr. Toman, Interim Director.

The subjects dealt with were successively introduced by sixteen speakers, most of them African. The working meetings enabled African representatives from various nations to discuss problems of humanitarian law, compare the applications of that law in different countries and rediscover the universal character of the principles of humanitarian law, many of which are echoed by African traditions. In this respect, the seminar recommended that a global study be undertaken of African humanitarian traditions and of their interaction with international humanitarian law "as a means of promoting a better understanding and acceptance of humanitarian law by African Societies, States and Peoples".

The seminar, conducted in English and French, took place in excellent conditions and received special attention from the local press. It was the subject of radio and television broadcasts, including interviews with various speakers and participants.

The work of the seminar, the high level of which was repeatedly stressed, once again benefited from a wide range of skills displayed by participants from diverse backgrounds and representing a variety of disciplines. Such diversity fosters fruitful exchanges of views and valuable contacts, while at the same time bringing to the work of this type of seminar new ideas and possibilities depending on the outlook, experience and main concerns of each participant.

Participants were unanimous in expressing the desire to see these seminars continue on a regular basis.

A great promoter of Henry Dunant's message is no more

Mr. Jakob Haug, founder of the Henry Dunant Museum in Heiden, has passed away at the age of 87. With him disappears one of the most engaging figures in the twentieth-century history of the

Red Cross, for to say that his whole life was devoted to promoting Henry Dunant's message is an understatement.

In his youth, he met Henry Dunant in Heiden (the village where the founder of the Red Cross spent the last years of his life) and, fascinated by his personality, positively worshipped him to the day of his death.

While President of the Heiden Historical Society, Jakob Haug was instrumental in causing a monument to be erected to the memory of Henry Dunant. The monument which was inaugurated on 28 October 1962 is the work of Charlotte Germann-Jahn and is one of the most significant works to commemorate Henry Dunant.

Unflagging in his efforts to make Henry Dunant's life and thought better known in Switzerland, Jakob Haug founded a museum dedicated to him. In addition to various personal belongings (armchair, walking stick, hat, etc.) of the author of *A Memory of Solferino*, the museum's collection includes manuscripts, photocopies of documents, the draft statutes of a Swiss league of human rights—the broad lines of which are taken up again in the Universal Declaration of Human Rights—and Dunant's letters to his friend Rudolf Müller who did so much for his rehabilitation. Reference is made to many famous people such as Dr. Altherr, Sonderegger, Baumberger, the Grand Duchess Maria Federovna, Basting and Daae who, like Müller, pleaded Dunant's cause.

In 1975, as a token of its gratitude for his tireless work to keep alive Dunant's memory, the ICRC awarded Jakob Haug its silver medal.

Mr. Haug funeral, on 10 January 1987, was attended by Mr. H.-P. Gasser, Legal Adviser to the Directorate, representing the President of the ICRC. The Swiss Red Cross was represented by Mr. J. Pascalis, Deputy Secretary General. The German Red Cross in the Federal Republic of Germany (Baden-Württemberg chapter) sent a delegation.

As Mr. Gasser said in his funeral oration: "The ICRC is and always will be grateful to Jakob Haug for the work he accomplished; as a result of his dedication, Heiden bears witness to Dunant's work and thereby to the very concept of the Red Cross"—a testimony which reaches far beyond the village where the founder of the Red Cross spent the last years of his life.

MISCELLANEOUS

Accession of the Argentine Republic to the Protocols

The Argentine Republic deposited with the Swiss Government, on 26 November 1986, an instrument of accession to the Protocols Additional to the Geneva Conventions of 12 August 1949 and relating to the Protection of Victims of International Armed Conflicts (Protocol I) and Non-International Armed Conflicts (Protocol II), adopted in Geneva on 8 June 1977.

This accession was accompanied by interpretative statements, the text of which is reproduced hereafter.

Pursuant to their provisions, the Protocols will come into force for the Argentine Republic on 26 May 1987.

This accession brings to 66 the number of States party to Protocol I and to 59 those party to Protocol II.

Interpretative Statements

With reference to Article 43, paragraph 1, and Article 44, paragraph 1, of the Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts (Protocol I), the Argentine Republic interprets these provisions as not implying any derogation of:

- a) the concept of the permanent regular armed forces of a Sovereign State;*
- b) the conceptual distinction between regular armed forces, understood as being permanent army units under the authority of Governments of Sovereign States, and the resistance movements which are referred to in Article 4 of the Third Geneva Convention of 1949.*

With reference to Article 44, paragraphs 2, 3 and 4, of the same Protocol, the Argentine Republic considers that these provisions cannot be interpreted:

- a) as conferring on persons who violate the rules of international law applicable in armed conflicts any kind of immunity exempting them from the system of sanctions which apply to each case;*
- b) as specifically favouring anyone who violates the rules the aim of which is the distinction between combatants and the civilian population;*
- c) as weakening respect for the fundamental principle of the international law of war which requires that a distinction be made between combatants and the civilian population, with the prime purpose of protecting the latter.*

With reference to Article I of the Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), taking its context into account, the Argentine Republic considers that the term 'organized armed groups' which is used in Article 1 of the said Protocol is not to be understood as equivalent to that used in Article 43, Protocol I, to define the concept of armed forces, even if the aforementioned groups meet all the requirements set forth in the said Article 43.

Republic of the Philippines: Accession to Protocol II

The Republic of the Philippines deposited with the Swiss Government, on 11 December 1986, an instrument of accession to the Protocol Additional to the Geneva Conventions of 12 August 1949 relating to the Protection of Victims of Non-International Armed Conflicts (Protocol II), adopted in Geneva on 8 June 1977.

Pursuant to its provisions, Protocol II will come into force for the Republic of the Philippines on 11 June 1987.

The Republic of the Philippines thus becomes the 60th State party to Protocol II.

States parties to the Geneva Conventions of 12 August 1949
States parties to the Protocols of 8 June 1977

as at 31 December 1986

Below we give the lists, drawn up in chronological order as at 31 December 1986, of the States which became parties to the Geneva Conventions of 12 August 1949 during the past six years (1981-1986) and of all the States parties to Protocols I and II additional to the Geneva Conventions of 12 August 1949, adopted on 8 June 1977.

The names of the States are shown in abbreviated form; the number in the left-hand margin has no special significance and has been placed there merely to facilitate reference. The list of States parties to the Conventions starts at number 146; for the 145 States which had previously become parties to the Conventions see the *International Review of the Red Cross*, July-August 1982.

The numbering of States parties to the Protocols has been divided into two columns, the first for States parties to Protocol I, the second for those parties to Protocol II.

The third column indicates the form of official act received by the depository in Bern: R = ratification; A = accession; S = declaration of succession.

The fourth column indicates whether the signatory State has made any reservations or declarations and by the abbreviation "Int. Commission", whether it has accepted the competence of the International Fact-finding Commission by the declaration provided for in Art. 90, para. 2 of Protocol I.

States parties to the Geneva Conventions of 12 August 1949

	OFFICIAL DATE OF REGISTRATION	TYPE OF ACT RECEIVED	REMARKS
1981			
146 Tuvalu	19 February	S—as from 1.10.78	
147 St. Vincent and the Grenadines	1 April	A	
148 Grenada	13 April	S—as from 7.2.74	
149 Solomon Islands	6 July	S—as from 7.7.78	
150 Saint Lucia	18 September	S—as from 22.2.79	
151 Dominica	28 September	S—as from 3.11.78	
1982			
152 Vanuatu	27 October	A	
1983			
153 Zimbabwe	7 March	A	
154 Mozambique	14 March	A	
155 Namibia *	18 October	A	
1984			
156 Cape Verde	11 May	A	
157 Belize	29 June	A	
158 Guinea	11 July	A	
159 Western Samoa	23 August	S—as from 1.1.62	
160 Angola	20 September	A	Reservation
161 Seychelles	8 November	A	
1985			
162 Comoros	21 November	A	
1986			
163 Saint Christopher and Nevis	14 February	S—as from 19.9.83	
164 Equatorial Guinea	24 July	A	
165 Antigua and Barbuda	6 October	S—as from 1.11.81	

On 31 December 1986, 165 States were parties to the Geneva Conventions of 12 August 1949.

* Instruments of accession deposited by the United Nations Council for Namibia.

States parties to the Protocols of 8 June 1977

PROTOCOL			OFFICIAL DATE	TYPE OF ACT	
I	II		OF REGISTRATION	RECEIVED	REMARKS
1978					
1	1	Ghana	28 February	R	
2	2	Libya	7 June	A	
Date of entry into force of the Protocols: 7 December 1978					
3	3	El Salvador	23 November	R	
1979					
4	4	Ecuador	10 April	R	
5	5	Jordan	1 May	R	
6	6	Botswana	23 May	A	
7		Cyprus	1 June	R	Protocol I only
8	7	Niger	8 June	R	
9	8	Yugoslavia	11 June	R	Declaration
10	9	Tunisia	9 August	R	
11	10	Sweden	31 August	R	Reservation Int. Commission
1980					
12	11	Mauritania	14 March	A	
13	12	Gabon	8 April	A	
14	13	Bahamas	10 April	A	
15	14	Finland	7 August	R	Reservation and declarations Int. Commission
16	15	Bangladesh	8 September	A	
17	16	Laos	18 November	R	
1981					
18		Viet Nam	19 October	R	Protocol I only
19	17	Norway	14 December	R	Int. Commission
1982					
20	18	Rep. of Korea	15 January	R	Declaration
21	19	Switzerland	17 February	R	Reservations Int. Commission
22	20	Mauritius	22 March	A	
23		Zaire	3 June	A	Protocol I only
24	21	Denmark	17 June	R	Reservation Int. Commission
25	22	Austria	13 August	R	Int. Commission
26	23	Saint Lucia	7 October	A	
27		Cuba	25 November	A	Protocol I only

1983

28	24	Tanzania	15 February	A	
29	25	United Arab Emirates	9 March	A	Declaration
30		Mexico	10 March	A	Protocol I only
31		Mozambique	14 March	A	Protocol I only
32	26	Saint Vincent and the Grenadines	8 April	A	
33	27	People's Rep. of China	14 September	A	Reservation
34	28	Namibia *	18 October	A	
35	29	Congo	10 November	A	
36		Syrian Arab Republic	14 November	A	Protocol I only Declaration
37	30	Bolivia	8 December	A	
38	31	Costa Rica	15 December	A	

1984

	32	France **	24 February	A	Protocol II only
39	33	Cameroon	16 March	A	
40	34	Oman	29 March	A	Declaration
41	35	Togo	21 June	R	
42	36	Belize	29 June	A	
43	37	Guinea	11 July	A	
44	38	Central African Rep.	17 July	A	
45	39	Western Samoa	23 August	A	
46		Angola	20 September	A	Protocol I only Declaration
47	40	Seychelles	8 November	A	
48	41	Rwanda	19 November	A	

1985

49	42	Kuwait	17 January	A	
50	43	Vanuatu	28 February	A	
51	44	Senegal	7 May	R	
52	45	Comoros	21 November	A	
53	46	Holy See	21 November	R	Declaration
54	47	Uruguay	13 December	A	
55	48	Suriname	16 December	A	

* Instruments of accession deposited by the United Nations Council for Namibia.

** When acceding to Protocol II, France sent a communication concerning Protocol I.

1986

56	49	Saint Christo- pher and Nevis	14 February	A	
57	50	Italy	27 February	R	Declarations Int. Commission Declarations
58	51	Belgium	20 May	R	
59	52	Benin	28 May	A	
60	53	Equatorial Gui- nea	24 July	A	
61	54	Jamaica	29 July	A	
62	55	Antigua and Barbuda	6 October	A	
63	56	Sierra Leone	21 October	A	
64	57	Guinea-Bissau	21 October	A	
65	58	Bahrain	30 October	A	
66	59	Argentina	26 November	A	Declarations
	60	Philippines	11 December	A	Protocol II only

On 31 December 1986, 66 States were parties to Protocol I and 60 to Protocol II.

Resolution of the Organization of American States

Invited to attend the sixteenth regular session of the General Assembly of the Organization of American States (OAS), which was held in Guatemala City from 10 to 15 November 1986, the ICRC was represented by Mr. Serge Nessi, Head of the Financing Division, and Mr. Harald Schmid de Gruneck, ICRC representative in New York.

The ICRC was mainly interested in one point on the Assembly Agenda entitled "Support to the activities of the International Committee of the Red Cross". A draft resolution was adopted by acclamation at the end of brief discussions.

In the resolution, the text of which is set out below, the General Assembly reiterated the recognition of the Member States of the OAS of the humanitarian work done by the ICRC in various parts of the world and, particularly, in the Americas, and urged Member States to continue their support and to facilitate the ICRC's humanitarian work and to promote a better understanding of the international activities of the Red Cross.

During this session, ICRC delegates had an opportunity to establish numerous contacts with the delegations of various governments which were members of the OAS.

SUPPORT TO THE ACTIVITIES OF THE INTERNATIONAL COMMITTEE OF THE RED CROSS

THE GENERAL ASSEMBLY OF THE ORGANIZATION OF AMERICAN STATES,

CONSIDERING:

That the mission of the International Committee of the Red Cross (ICRC) is to provide protection and aid to victims of armed conflicts, on the basis of the 1949 Geneva Conventions, to which all members of the Organization of American States are parties;

That the humanitarian work of the International Committee of the Red Cross is the living expression of what solidarity and co-operation throughout the world can accomplish;

That the lofty mission of the International Committee deserves the broadest and most determined support of the world community and regional organizations;

That the Council of Europe approved a very explicit request to the Member States to give their determined support to the International Committee, in view of the many activities it carries out on a worldwide basis;

That the financing of the International Committee of the Red Cross is a responsibility of the Signatory States of the Geneva Conventions, which recognize the mounting costs of the actions the Committee must undertake in very remote areas of the world, among which are those it carries out in Central America;

RESOLVES:

1. To reiterate the recognition of the Member States of the Organization of American States of the humanitarian work done by the International Committee of the Red Cross in various parts of the world, and particularly in the Americas;

2. To urge the Member States to continue their support to the International Committee of the Red Cross and to facilitate its humanitarian work, and, to the extent of their abilities, to strengthen and broaden the economic aid they provide each year, as well as any other assistance they can provide to enable the Committee to fulfil its mission;

3. To urge the Member States to promote a better understanding and a broader knowledge of the international activities of the Red Cross, in co-ordination with their respective National Red Cross Societies.

Resolution of the Forty-first session of the General Assembly of the United Nations on the Protocols additional to the Geneva Conventions

On 21 November 1986, at its Forty-first session, the General Assembly of the United Nations adopted by consensus a resolution on the Protocols additional to the Geneva Conventions, the text of which is set out below.

Previously approved by consensus by the Sixth Committee of the Assembly, this resolution especially appeals "to all States Parties to the Geneva Conventions of 1949 to consider becoming party also to the Additional Protocols at the earliest possible date". In this the resolution closely follows Resolution II adopted by the Twenty-fifth International Conference of the Red Cross in October 1986 (see the November-December 1986 edition of the Review, p. 342).

The ICRC representative at the meeting of the Sixth Committee was Mr. Hans-Peter Gasser, Legal Adviser to the Directorate.

STATUS OF THE PROTOCOLS ADDITIONAL TO THE GENEVA CONVENTIONS OF 1949 AND RELATING TO THE PROTECTION OF VICTIMS OF ARMED CONFLICTS

The General Assembly,

Recalling its resolutions 32/44 of 8 December 1977, 34/51 of 23 November 1979, 37/116 of 16 December 1982 and 39/77 of 13 December 1984,

Having considered the report of the Secretary-General on the status of the Protocols additional to the Geneva Conventions of 1949 and relating to the protection of victims of armed conflicts,

Convinced of the continuing value of established humanitarian rules relating to armed conflicts and the need to respect and ensure respect for these rules in all circumstances within the scope of the relevant international instruments pending the earliest possible termination of such conflicts,

Mindful of the need for consolidating and implementing the existing body of international humanitarian law and for the universal acceptance of such law,

Particularly mindful of the need to protect the civilian population, especially women and children, against the effects of hostilities and of the role of the International Committee of the Red Cross, the National Red Cross and Red Crescent Societies and civil defence organizations in this respect,

Noting with appreciation the continuing efforts of the International Committee of the Red Cross to promote and to disseminate knowledge of the two Additional Protocols,

1. *Appreciates* the virtually universal acceptance of the Geneva Conventions of 1949;
2. *Notes*, however, the fact that so far a more limited number of States have become Parties to the two Additional Protocols;
3. *Appeals* to all States Parties to the Geneva Conventions of 1949 to consider becoming party also to the Additional Protocols at the earliest possible date;
4. *Calls upon* all States becoming Parties to Protocol I to consider making the declaration provided for under Article 90 of that Protocol;
5. *Requests* the Secretary-General to submit to the General Assembly at its forty-third session a report on the status of the Protocols based on information received from Member States;
6. *Decides* to include in the provisional agenda of its forty-third session the item entitled "Status of the Protocols additional to the Conventions of 1949 and relating to the protection of victims of armed conflicts: report of the Secretary-General".

BOOKS AND REVIEWS

COMMENTARY ON THE ADDITIONAL PROTOCOLS OF 8 JUNE 1977 TO THE GENEVA CONVENTIONS OF 12 AUGUST 1949¹

The *Commentary on the Additional Protocols of 8 June 1977 to the Geneva Conventions of 12 August 1949* has just been published by the ICRC. This impressive 1647-page work has been produced by a brilliant team of ICRC legal experts² under the formidable intellectual guidance of Mr. Jean Pictet, who supervised the publication of the four Commentaries on the 1949 Conventions.

As the custodian of humanitarian law, the ICRC is the appropriate body to make a fresh contribution to knowledge of this law. This book has been eagerly awaited by all those responsible for implementing and disseminating humanitarian law. Obviously, those who did not take part in the Diplomatic Conference when these Protocols were drawn up cannot always grasp the exact scope of the texts, often extremely complex or obfuscated by compromises achieved at the expense of clarity.

As the President of the ICRC, Mr. Alexandre Hay, points out in his foreword, this Commentary is first and foremost the outcome of a scholarly investigation and not a work intended to propagate the opinions of the ICRC. Nonetheless, this self-effacement must not cause us to forget that a work such as this also contributes greatly towards the interpretation of humanitarian law. Of course, the Commentary, like its predecessors, is not a definitive interpretation of the Protocols. Their interpretation is initially the responsibility of the Contracting Parties (acting alone or together in accordance with the procedure laid down in Article 7, Protocol

¹ The English edition is expected to appear during the current year; page references in this article are to the French edition.

² *Commentary on the Additional Protocols of 8 June 1977 to the Geneva Conventions of 12 August 1949*. **Authors:** C. PILLOUD, J. DE PREUX, Y. SANDOZ, B. ZIMMERMANN, Ph. Eberlin, H.-P. Gasser, C.F. Wenger (Protocol I); PH. EBERLIN (Annex I); S.-S. JUNOD (Protocol II), with the collaboration of J. PICTET. **Editing and co-ordination:** Y. SANDOZ, CH. SWINARSKI, B. ZIMMERMANN, the International Committee of the Red Cross, *Martinus Nijhoff Publishers*, Geneva, 1986 xxxv + 1647 pages.

I) and then of the International Court of Justice, the role of which should not be overlooked. In the latter case, the Commentary's key position must be heeded, both as the interpretation of highly qualified commentators and as an aid in elucidating the rules of international law, in accordance with Article 38 of the Court's Statutes.

First and foremost, the scholarly nature of the work is irrefutable. With its disciplined, clear and elegant layout, the Commentary makes for easy reference. Various developments are dealt with in the general introduction. The abundance of notes referring to the Conference documents and to the Principles, plus a selective but copious bibliography, make this work an indispensable tool, particularly for those doing research. Its cohesiveness derives from the perfect co-ordination amongst the various authors commenting on the articles. The mission has been fully accomplished. However, let us now go on and examine the interpretation aspect.

We are quite aware that a State which claims to respect the law but does not intend to apply it uses interpretation as a kind of privileged battlefield. The danger with the Protocols is all the greater, not only because of the political manoeuvring which prevailed during the Conference but perhaps still more so because the Protocols (particularly Protocol I) have ramifications within different branches of law: the right of self-determination, the Law of The Hague, human rights. Either this is a cause for rejoicing, since such overlapping aims to improve the protection of mankind and the merging, albeit limited, of the law of armed conflicts makes it easier to interpret; alternatively, the confusion due to lack of differentiation is a cause for concern in that it might make it easier for States to usurp humanitarian law and use it for their own political ends. Nevertheless, it has to be pointed out that these different branches of the law of conflicts correspond to different thought processes. Depending on the logical context, this cannot fail to encourage conflicting interpretations. Likewise, the resounding reaffirmation of sovereignty, notably in Protocol II—the *quid pro quo* for the improved protection it affords—will not necessarily make its application easier, since sovereignty is always inclined to consider only the immediate and the particular and, if expedient, to reject the permanent and universal values of the human race. Hence, the Commentary constantly reminds us of the background against which the Protocols were drawn up and, bearing in mind why the Protocols exist, of the humanitarian purpose which must always govern interpretation of the rules; the reminder is important and it is in the light of these circumstances that the contribution of this volume must be assessed (owing to its scale, it cannot be described here in detail).

Undoubtedly, prudence and objectivity at times prevented the authors of the Commentary from spelling out which interpretation should prevail. President Hay has issued a timely reminder that the ICRC may have its own interpretation which, should the need arise, it has the right to have accepted by a State which has decided to interpret the law in a different fashion. Under such circumstances, the authors of the Commentary could

not reply to questions deliberately left unanswered: for example, what are the criteria which determine the racist nature of a political regime—the armed struggle against which then takes on the form of an international armed conflict? Nor could they give any guarantee to States reluctant to accept certain provisions in Protocol I, particularly as regards nuclear weapons. The unwillingness of States to negotiate concerning these weapons is indeed noted; yet, contrary to certain tenets which unswervingly proclaim the opposite, customary law leaves open the question of knowing to what extent the employment of nuclear weapons is lawful or not: “in fact, the debate on the legality, in war, of certain uses of nuclear weapons is reopened in the Protocol, but the circumstances have not really changed” (page 604).

On the other hand, when dealing with such an important and controversial question as the obligation on the State, in the interest of its citizens, to respect the fundamental guarantees provided for in Article 75 of Protocol I, the authors of the Commentary, after rigorous analysis, do not hesitate to state that this obligation exists, “unless there is a contrary indication in the Article itself” (page 860). Also, in opposing the excessive claims of Sovereignty, the Commentary on Article 18 of Protocol II issues a very timely reminder that a humanitarian body, when authorized to intervene, shares responsibility with the government; it must particularly ensure that assistance reach the beneficiaries and not be misappropriated.

These few remarks do scant justice to the richness of this work. Undoubtedly this Commentary is not the final word—the meaning of the new regulations laid down in the two Protocols will continue to be pondered upon. Indeed, those who expound the law must also endeavour to ensure that interpretations ever more consonant with the needs of humanity prevail. Through its lucid rigorousness and objectivity, this Commentary should help to speed up ratification of the Protocols which, beyond any shadow of a doubt, give better protection to all the victims of armed conflict.

With the publication of several first-rate works, 1986 has been a fruitful year for propagating knowledge of humanitarian law. We would like to see this as a sign that, despite all the deficiencies of this law, those who feel it their duty to heighten public awareness are not giving up the fight.

*Maurice Torrelli **

* Maurice Torrelli is a professor at the Institute of Peace and Development Law of Nice University. Among his publications is *Le Droit international humanitaire*, Presses universitaires de France, Paris, 1985, Collection «Que sais-je?», n° 2211.

MIRADOR-MY TERM AS HITLER'S GUEST *

Prisoner or guest?

At first sight the title of this delightful autobiography would hardly qualify for the usual subject of books presented in the *International Review of the Red Cross*. Yet a cursory perusal of the artistic dust-jacket already promises that, among a panoply of uncommon incidents and fascinating persons, the reader can expect to meet the “dedicated *Croce Rossina*” and the “humane efficient executive of the Red Cross”.

Indeed the wartime Red Cross emerges with flying colours in this memoir dedicated “To All Prisoners”. Yet the book is not about the Red Cross. It is the day-to-day record of the life of a young British Army Medical Officer, from the day he is captured at Anzio, to the day he is liberated just outside Berlin, as the millennial capital of a mad dictator was going up in flames and crashing down in ruins.

It is difficult to categorize this book. Dr. Burton prefers to call it a novel about himself. And it does read like a novel—a life drama in which the tragic, the funny and the comic merge, the realistic and the philosophical unite without colliding, humour and pathos cohabit without difficulty; the ensemble reflecting a real human situation, rendered more bizarre by man’s folly of war. Are we reading about a P.O.W. camp or just a pleasant camp? Is the first person singular a guest or prisoner (as the title leaves us hanging)? Is the captured officer an underdog or a privileged observer of his captor?

Knowing the author as does this reviewer, John Burton could certainly not be just a prisoner, much less an underdog. In fact he states this in the very first line of his memoir: “Being an underdog is a rare experience for a Doctor. Learning its arts was necessary but adopting its psychology was not; sceptical optimism prevailed”—and it prevails through 163 pages of beautifully written English which, one suspects, even when expressed in stalag German, must have impressed and perhaps intimidated the camp Kommandant.

This posture begins right from the start when, on being captured and interrogated, Captain Burton coolly says to his victorious captor: “I wish to lodge a formal protest at the flagrant breach of the Geneva Conventions. You must give us back our jeep and grant us safe passage to our lines”. When his repeated protests are ignored he decides that perhaps while continuing his profession and caring for the wounded soldiers—enemy and allied—he might as well settle down to profit from the unique occasion and analyse the defeat of the foe from within. And what a fascinating observation post this becomes! So much so that, in line with the enigma—guest or prisoner?—Chapter 2 is entitled “Who captured

* John Burton: *Mirador—my term as Hitler's guest*. Regency Press, London and New York, 1986, 163 pp.

whom?”. “I had become very interested in observing the behaviour of the master race which had produced so many geniuses... What had gone wrong?”

The “normal” camp population was an international medley of some 60,000 overcrowded, underfed prisoners—Poles, Yugoslavs, British, Americans, Russians, Czechs and other undesirables. But as the tide turns and the victorious thud of the Allied armies is heard in the distance, the seniors of the stalag meet secretly and decide on action. “Our decisions were brief and to the point. We decided to liberate ourselves”, and liberate they did, overnight. And for those of us in international service an instructive *a parte* is added: “Rarely can action have followed an international decision so rapidly”... Soon, with other “liberated” arrivals, the camp population swells up to over 300,000. Food, more than anything else, becomes the most urgent and crucial need. And here again the efficient and humane ICRC delegate De B. is magically at hand producing 500,000 parcels and a convoy of 50 trucks, Heaven knows how, which are rushed to the hungry inmates just in time to build the minimum energy to produce a victory smile on emaciated faces.

The following day Burton climbs into the dark belly of a Liberator transport and finds the green meadows of his free England. “Captivity in Germany”, he concludes in characteristic understatement, “was an unique experience which one could have no other way”. It makes uniquely sobering reading.

S. William Gunn

CES LIEUX OÙ HENRY DUNANT...

Story in stone...

The Henry Dunant Society of Geneva, whose purpose is to encourage and co-ordinate historical studies of the life, thought and activities of Henry Dunant and thereby spread his message, has just published an illustrated volume entitled *Ces lieux où Henry Dunant...*¹. The idea is an original one: to discover or rediscover Henry Dunant, the members of his family and the “founding fathers” of the Red Cross through their family circumstances and their geographical, cultural and social environment. The author, Roger Durand, President of the Henry Dunant Society, therefore invites us to stroll through the streets of Geneva and the surrounding

¹ Roger Durand, Michel Rouèche, *Ces lieux où Henry Dunant...*, Henry Dunant Society, Geneva, 1986, 60 p., 24 illustrations. (French text, English abstracts).

countryside and to discover the places reminiscent of Henry Dunant and the birth of the Red Cross.

With the help of Michel Rouèche, a talented illustrator who has succeeded in reproducing with skill and precision an array of stately mansions, urban residences, villas, public buildings, churches and chapels, Roger Durand points out and discusses knowledgeably the house where Dunant was born, at 12 Rue Verdaine in Geneva, the church in Petit-Saconnex where he was baptized on 8 July 1828, the Colladon family estate where he spent his childhood and the *Collège Calvin* where he attended secondary school. The *Chapelle de l'Oratoire*, rallying point and training ground for Protestants of the *Réveil*, the Genevese revival movement, recalls Dunant's youth and the foundation of the Christian Union of Geneva. The *Maison Diodati* was Dunant's place of work where he probably wrote *A Memory of Solferino*.

We then come to the *Palais de l'Athénée*, where the Red Cross movement was founded in October 1863, the *Villa Plantamour*, housing the headquarters of the Henry Dunant Institute, the Town Hall of Geneva containing the room in which the "Geneva Convention for the Amelioration of the Condition of the Wounded in Armies in the Field" was signed on 22 August 1864, the *Ancien Casino*, birth place of the "Permanent International Committee for the Relief of the Wounded in Armies in Time of War", the future ICRC. Contemplation of these edifices steeped in history gives us a measure of the extent to which the five founders of the International Committee moved and acted within the same circles, in close proximity. Henry Dunant and Gustave Moynier met as adolescents at a ball at the "Elysée" in Celigny; Dunant and Louis Appia belonged to the Evangelical Society; Dunant and General Dufour belonged to the Board of Directors of the Mons-Djémila Mills Company; Dunant, Moynier, Dufour and Appia were members of the Geographical Society; Moynier, Dufour and Appia belonged to the Public Welfare Society of Geneva; Moynier and Maunoir both lived in the Rue Neuve-du-Manège; and so on.

By helping us to appreciate the elegant lines of these historic buildings and to rediscover the rich architectural heritage of the birthplace of the Red Cross, this volume produced by the Henry Dunant Society gives keen aesthetic pleasure. It also fulfils a useful purpose in providing a clearer view of the process by which Geneva became the "capital of the Red Cross" and a better understanding of the extent to which the shared environment and common interests of the promoters of the emerging Red Cross served to strengthen their inner convictions.

This illustrated volume has all the charm of a family photo album. It presents Henry Dunant more vividly, makes him seem closer, more familiar. A book to enjoy!

Jacques Meurant

News and Reviews

● **Refugees** (*published monthly by the Public Information Section of the United Nations High Commissioner for Refugees, Palais des Nations, CH-1211 Geneva 10*) in its November 1986 issue—No. 35—deals mainly with the 37th session of the Executive Committee of the UNHCR. In his opening statement, Jean-Pierre Hocké, United Nations High Commissioner for Refugees, sought first to define the nature of the role of the UNHCR: “When the UNHCR was set up, refugees were largely a European affair—a legacy of the Second World War and the political upheavals it brought about on the continent of Europe. Today, the refugee problem has an international dimension often inseparable from the range of problems affecting the political, social, cultural and economic development of the Third World”.

He felt that States should not consider their obligations at an end once they had contributed generously to the programmes of the UNHCR; It was necessary that together they displayed the political will to find solutions to the problems of refugees.

“It is vital”, Mr. Hocké went on, “that UNHCR assistance does not become an end in itself; that humanitarian problems are not exploited for political purposes; that refugee aid is not used to numb reaction to the consequences of conflicts and to avoid the obligation to address the root causes for the movements of refugees. UNHCR assistance and the breathing-space it provides should, instead, be used constructively to pursue fundamental solutions to the problems themselves.”

The December 1986 issue (No. 36) of *Refugees* offers a general survey of the refugee situation throughout the world at the end of 1986. Five articles on Africa, Latin America, Europe and North America, South-East Asia and Pakistan and Iran provide an overall view of the plight of refugees and asylum seekers in those parts of the world where most of the refugees are massed.

The excellent co-operation between the UNHCR and the International Red Cross and Red Crescent Movement comes through in the interviews with leading figures from National Societies in both issues of the magazine. In an interview accorded to *Refugees*, Mrs. Meneca de Mencia, President of the Honduran Red Cross, explains the work her organization does to

help Nicaraguan Ladino refugees. After recalling his institution's extensive co-operation with the UNHCR at the end of the Algerian war, when 200,000 refugees returned home, Dr. Mouloud Belaouane, President of the Algerian Red Crescent, describes the assistance programme which the Algerian Red Crescent set up with the help of the UNHCR to assist refugees in the Western Sahara.

In an interview, Jacques Moreillon, Director-General of the ICRC, after commenting on the Twenty-fifth International Conference of the Red Cross, refers to the complementary nature of the respective mandates of the ICRC and the UNHCR. He felt that both institutions could give more thought to the concepts they held in common and to the fundamental principles which guide their activities, notably humanity, impartiality and neutrality. As Mr. Moreillon says: "The driving force of the UNHCR, like that of the Red Cross, is the principle of humanity, that is, identification with another's suffering. It means realizing that a human being is helpless and giving him what his natural protector, i.e. the State, can no longer give him, either because that State has become his enemy, or because he is in the hands of an enemy State. In either case, that person has lost the natural protection that every State owes its citizens and, having lost that protection, he needs another kind of protection, that of the UNHCR, that of the ICRC, that of humanitarian action. I think that the same is true for the principles of neutrality and impartiality."

The 1986 Balzan Prize for humanity, peace and fraternity among peoples was awarded in September of that year to the Office of the United Nations High Commissioner for Refugees "in recognition of its outstanding and unceasing humanitarian work carried out since 1951 on behalf of innumerable people of all ages and backgrounds, who have been forced to abandon their country of origin and who find themselves, defenceless and impoverished, confronted with enormous integration difficulties in national communities whose language, culture and customs are all foreign to them".

- The October 1986 (Vol. 4) issue of the **League**, the quarterly magazine of the League of Red Cross and Red Crescent Societies has an article on "Give blood—save life" which was the theme of the 1986 World Red Cross and Red Crescent Day. This instructive documentary article enables the reader to understand more clearly the importance of blood donation, especially to help haemophiliacs (who are the subject of a special study in Brazil) and the activities of the Red Cross and Red Crescent Movement in that sphere. As Dr. Anthony Britten, the new head of the League's Blood Programme Department, pointed out, the League intends to encourage the setting up of blood transfusion services in countries where they do not exist or are on a small scale; but the approach will be gradual and will depend on the standard of health services in these countries. He also believes that it is important to encourage National Societies which are largely involved in blood programmes to help other Societies whose role is on a smaller scale.

The example of the blood transfusion centres in Harare and Bulawayo, Zimbabwe, which is being examined by the League, is very much to the point.

Zimbabwe is one of the very few African countries which is really self-sufficient in blood supplies and could play a helpful role in the future in establishing blood transfusion centres in the English-speaking countries of Africa or, at least, in southern Africa.

NEW PUBLICATIONS

In addition to the books, studies, essays and articles that are periodically inventoried under this heading, the *Review* will be presenting an annotated list of new publications produced by the ICRC, the League and the Henry Dunant Institute and also bibliographical notes covering various fields of humanitarian activity.

- **Pierre Boissier**, *The Red Cross in action*, Henry Dunant Institute, Geneva, 1986, 32 pages and 2 illustrated tables, Sw. fr. 3. (*In English, French and Spanish.*)

Revised and updated version of the text of a model lecture on the role and activities of the Red Cross in times of war and of peace. It was written in 1974 by the former director of the Henry Dunant Institute, Pierre Boissier, and is a simple, accurate and lively working instrument that will prove most useful to teachers and lecturers, to persons in charge of dissemination within the various National Societies and to delegates working in the field.

- **The International Committee of the Red Cross and the Disabled**, International Committee of the Red Cross, Geneva, 1986, 28 pages and numerous illustrations. (*In English, French and Spanish.*)

This booklet describes ICRC activities aimed at helping seriously disabled or paralysed persons and amputees and focuses on the progress achieved in the techniques and means employed for their rehabilitation. It gives the reader an insight into the development of techniques used to manufacture and operate orthopaedic appliances, which range from the traditional "peg leg" or the "soap-box on wheels" to the most highly sophisticated orthoses and prostheses. It reviews the ICRC's orthopaedic programmes from 1979 to 1985 and describes the various rehabilitation centres set up by the ICRC for paraplegic patients in different countries throughout the world and the training programmes for technicians working in these centres. It also provides some information on the ICRC Special Fund for the Disabled, whose income is designed to launch or implement projects in aid of persons disabled as a result of armed conflicts.

- **Jan Egeland and Andrew Okoth**, *The Case of the Kenya Red Cross*, HDI Studies on Development No. 1, Henry Dunant Institute, Geneva, 1986, 73 pages, illustrated. (*In English.*)

This is the first volume in a new series of studies on development intended to highlight the efforts made by the International Red Cross and

Red Crescent Movement and by other organizations to promote the creation of humanitarian institutions in Third World countries.

It contains information on Kenya, on the early days of the Red Cross there as a committee of the British Red Cross, and a review of the development of the National Society from 1965 to date, with a presentation of plans for the Society's future.

- **Jean-Pierre Jakob**, in co-operation with Mohamedou Ould Rabi, *Le Croissant-Rouge mauritanien, une organisation humanitaire à l'image d'un pays*, IHD Etudes du développement No. 2, Henry Dunant Institute, Geneva, 1986, 50 pages, illustrated, with diagrams. (*In French.*)

This is the second volume of the new series of studies on development. It provides data on the country and describes the structure and development of the Mauritanian Red Crescent from the date of its creation on 22 December 1970. It also contains recommendations for the future of this National Society.

- **Richard Perruchoud**, *Les responsabilités internationales des Sociétés nationales de la Croix-Rouge et du Croissant-Rouge*, Henry Dunant Institute, Geneva, 1986, 98 pages, Sw. fr. 10. French version of a book published in 1982.

The author analyses the responsibilities of National Societies members of the International Red Cross and Red Crescent Movement and the implications of the solidarity they are bound to observe among themselves and towards other components of the Movement.

- **Jean Pictet**, *Desarollo y principios del derecho internacional humanitario (Spanish version)*, Henry Dunant Institute, Geneva, 1986, 114 pages, Sw. fr. 11. A summary account of the original French version has already appeared in the *Review* (No. 240, May-June 1984, p. 182).
- **Jacques Meurant**, *El servicio voluntario de la Cruz Roja en la sociedad de hoy (Spanish version)*, Spanish Red Cross, Madrid, Henry Dunant Institute, Geneva, 1986, 164 pages. A summary account of the original French version has already been published in the *Review* (No. 240, May-June 1984, pp. 179-180).
- **Gradimir Djurovic**, *The Central Tracing Agency of the International Committee of the Red Cross (English version)*, Henry Dunant Institute, Geneva, 1986, 259 pp. Sw. fr. 20. Translation done free of charge by staff members of the British Red Cross Society. A review of the original French version (Henry Dunant Institute, Geneva, 1981) was published in the *Review* (No. 229, July-August 1982, pp. 249-250).

Commentary on the Additional Protocols of 8 June 1977 to the Geneva Conventions of 12 August 1949

The International Committee of the Red Cross
Martinus Nijhoff Publishers, Geneva, 1986,
xxxv + 1647 pp.

Authors:

C. PILLOUD, J. DE PREUX, Y. SANDOZ, B. ZIMMERMANN,
Ph. Eberlin, H.-P. Gasser, C.F. Wenger (Protocol I);
Ph. EBERLIN (Annex I); S.-S. JUNOD (Protocol II).

With the collaboration of J. PICTET.

Editing and co-ordination:

Y. SANDOZ, CH. SWINARSKI, B. ZIMMERMANN.

Following the adoption of the Additional Protocols in 1977, the ICRC decided to start working on the interpretation of these new treaties of international humanitarian law, just as it had published a Commentary on the Geneva Conventions after their adoption in 1949.

This work groups in a single volume the commentary on Protocol I, on Annex I thereto (Regulations concerning Identification) and on Protocol II, as well as a number of accessory texts, including a bibliography and an index.

The English version of the Commentary on the Additional Protocols will be published by the ICRC during the first half of 1987.

Both versions may be ordered at special prices until 30 June 1987 from *Martinus Nijhoff Publishers*, Kluwer Academic Publishers Group, P.O. Box 322, 3300 AH Dordrecht, The Netherlands.

Price: 180 S.Fr./\$ 100.00 until 30 June 1987.

ADDRESSES OF NATIONAL SOCIETIES

- AFGHANISTAN (Democratic Republic of) — Afghan Red Crescent Society, Puli Hartal, *Kabul*.
- ALBANIA (Socialist People's Republic of) — Albanian Red Cross, 35, Rruga e Barrikadave, *Tirana*.
- ALGERIA (People's Democratic Republic of) — Algerian Red Crescent, 15 bis, Boulevard Mohamed V, *Algiers*.
- ANGOLA — Cruz Vermelha de Angola, Av. Hoji ya Henda 107, *Luanda*.
- ARGENTINA — The Argentinc Red Cross, H. Yrigoyen 2068, 1089 *Buenos Aires*.
- AUSTRALIA — Australian Red Cross Society, 206 Clarendon Street, *East Melbourne 3002*.
- AUSTRIA — Austrian Red Cross, 3 Gusshausstrasse, Postfach 39, A-1041, *Vienna 4*.
- BAHAMAS — The Bahamas Red Cross Society, P.O. Box N-8331, *Nassau*.
- BAHRAIN — Bahrain Red Crescent Society, P.O. Box 882, *Manama*.
- BANGLADESH — Bangladesh Red Cross Society, 684-686, Bara Magh Bazar, Dhaka-17, G.P.O. Box No. 579, *Dhaka*.
- BARBADOS — The Barbados Red Cross Society, Red Cross House, Jemmotts Lane, *Bridgetown*.
- BELGIUM — Belgian Red Cross, Chaussée de Vleurgat 98, 1050 *Brussels*.
- BELIZE — Belize Red Cross Society, P.O. Box 413, *Belize City*.
- BENIN (People's Republic of) — Red Cross of Benin, B.P. No. 1, *Porto Novo*.
- BOLIVIA — Bolivian Red Cross, Avenida Simón Bolívar No. 1515, *La Paz*.
- BOTSWANA — Botswana Red Cross Society, 135 Independence Avenue, P.O. Box 485, *Gaborone*.
- BRAZIL — Brazilian Red Cross, Praça Cruz Vermelha No. 10/12, *Rio de Janeiro*.
- BULGARIA — Bulgarian Red Cross, 1, Boul. Biruzov, 1527 *Sofia*.
- BURKINA FASO — Burkina Be Red Cross Society, B.P. 340, *Ouagadougou*.
- BURMA (Socialist Republic of the Union of) — Burma Red Cross Society, Red Cross Building, 42, Strand Road, *Rangoon*.
- BURUNDI — Burundi Red Cross, rue du Marché 3, P.O. Box 324, *Bujumbura*.
- CAMEROON — Cameroon Red Cross Society, rue Henry-Dunant, P.O.B. 631, *Yaoundé*.
- CANADA — The Canadian Red Cross Society, 95 Wellesley Street East, *Toronto, Ontario M4Y 1H6*.
- CAPE VERDE (Republic of) — Cruz Vermelha de Cabo Verde, Rua Unidade-Guiné-Cabo Verde, P.O. Box 119, *Praia*.
- CENTRAL AFRICAN REPUBLIC — Central African Red Cross Society, B.P. 1428, *Bangui*.
- CHILE — Chilean Red Cross, Avenida Santa Maria No. 0150, Correo 21, Casilla 246-V., *Santiago de Chile*.
- CHINA (People's Republic of) — Red Cross Society of China, 53, Gannien Hutong, *Beijing*.
- COLOMBIA — Colombian Red Cross Society, Avenida 68, No. 66-31, Apartado Aéreo 11-10, *Bogotá D.E.*
- CONGO (People's Republic of the) — Croix-Rouge congolaise, place de la Paix, B.P. 4145, *Brazzaville*.
- COSTA RICA — Costa Rica Red Cross, Calle 14, Avenida 8, Apartado 1025, *San José*.
- CÔTE D'IVOIRE — Croix-Rouge de Côte d'Ivoire, B.P. 1244, *Abidjan*.
- CUBA — Cuban Red Cross, Calle Calzada 51, Ciudad Habana, *Habana 4*.
- CZECHOSLOVAKIA — Czechoslovak Red Cross, Thunovska 18, 118 04 *Prague 1*.
- DENMARK — Danish Red Cross, Dag Hammarskjölds Allé 28, Postboks 2600, 2100 *København Ø*.
- DJIBOUTI — Société du Croissant-Rouge de Djibouti, B.P. 8, *Djibouti*.
- DOMINICAN REPUBLIC — Dominican Red Cross, Apartado postal 1293, *Santo Domingo*.
- ECUADOR — Ecuadorean Red Cross, Calle de la Cruz Roja y Avenida Colombia, *Quito*.
- EGYPT (Arab Republic of) — Egyptian Red Crescent Society, 29, El Galaa Street, *Cairo*.
- EL SALVADOR — Salvadorean Red Cross Society, 17C. Pte y Av. Henri Dunant, *San Salvador*, Apartado Postal 2672.
- ETHIOPIA — Ethiopian Red Cross Society, Ras Desta Damtew Avenue, *Addis Ababa*.
- FIIJI — Fiji Red Cross Society, 22 Gorrie Street, P.O. Box 569, *Suva*.
- FINLAND — Finnish Red Cross, Tehtaankatu, 1 A, Box 168, 00141 *Helsinki 14/15*.
- FRANCE — French Red Cross, 17, rue Quentin-Bauchart, F-75384 *Paris*, CEDEX 08.
- GAMBIA — The Gambia Red Cross Society, P.O. Box 472, *Banjul*.
- GERMAN DEMOCRATIC REPUBLIC — German Red Cross of the German Democratic Republic, Kaitzerstrasse 2, DDR 8010 *Dresden*.
- GERMANY, FEDERAL REPUBLIC OF — German Red Cross in the Federal Republic of Germany, Friedrich-Ebert-Allee 71, 5300, *Bonn 1*, Postfach 1460 (D.B.R.).
- GHANA — Ghana Red Cross Society, Natioal Headquarters, Ministries Annex A3, P.O. Box 835, *Accra*.
- GREECE — Hellenic Red Cross, rue Lycavittou, 1, *Athens 10672*.
- GUATEMALA — Guatemalan Red Cross, 3.^a Calle 8-40, Zona 1, *Ciudad de Guatemala*.
- GUINEA — The Guinean Red Cross Society, P.O. Box 376, *Conakry*.
- GUINEA-BISSAU — Sociedad Nacional da Cruz Vermelha de Guiné-Bissau, rua Justino Lopes No. 22-B *Bissau*.
- GUAYANA — The Guyana Red Cross Society, P.O. Box 10524, Eve Leary, *Georgetown*.
- HAITI — Haitian National Red Cross Society, Place des Nations Unies, B.P. 1337, *Port-au-Prince*.
- HONDURAS — Honduran Red Cross, 7.^a Calle, 1.^a y 2.^a Avenidas, *Comayagüela D.M.*
- HUNGARY — Hungarian Red Cross, V. Arany János utca, 31, *Budapest 1367*. Mail Add.: 1367 *Budapest 5. Pf 121*.
- ICELAND — Icelandic Red Cross, Noatun 21, 105 *Reykjavik*.
- INDIA — Indian Red Cross Society, 1, Red Cross Road, *New Delhi 110001*.
- INDONESIA — Indonesian Red Cross Society, II Jend Gatot subroto Kar. 96 Jakarta Selatan 12790, P.O. Box 2009, *Djakarta*.
- IRAN — The Red Crescent Society of the Islamic Republic of Iran, Avenue Ostad Nejatollahi, *Tehran*.
- IRAQ — Iraqi Red Crescent Society, Mu'ari Street, Mansour, *Baghdad*.
- IRELAND — Irish Red Cross Society, 16, Merrion Square, *Dublin 2*.
- ITALY — Italian Red Cross, 12, via Toscana, 00187 *Rome*.
- JAMAICA — The Jamaica Red Cross Society, 76, Arnold Road, *Kingston 5*.
- JAPAN — The Japanese Red Cross Society, 1-3, Shiba-Daimon 1-chome, Minato-Ku, *Tokyo 105*.
- JORDAN — Jordan National Red Crescent Society, P.O. Box 10001, *Amman*.
- KENYA — Kenya Red Cross Society, St. John's Gate, P.O. Box 40712, *Nairobi*.
- KOREA (Democratic People's Republic of) — Red Cross Society of the Democratic People's Republic of Korea, Ryonhwa 1, Central District, *Pyeongyang*.
- KOREA (Republic of) — The Republic of Korea National Red Cross, 32-3Ka, Nam San-Dong, Choong-Ku, *Seoul 100*.
- KUWAIT — Kuwait Red Crescent Society, P.O. Box 1359 Safat, *Kuwait*.
- LAO PEOPLE'S DEMOCRATIC REPUBLIC — Lao Red Cross, P.B. 650, *Vientiane*.
- LEBANON — Lebanese Red Cross, rue Spears, *Beirut*.
- LESOTHO — Lesotho Red Cross Society, P.O. Box 366, *Maseru 100*.
- LIBERIA — Liberian Red Cross Society, National Headquarters, 107 Lynch Street, P.O. Box 226, *Monrovia*.
- LIBYAN ARAB JAMAHIRIYA — Libyan Red Crescent, P.O. Box 541, *Benghazi*.
- LIECHTENSTEIN — Liechtenstein Red Cross, Heiligkreuz, 9490 *Vaduz*.

- LUXEMBOURG — Luxembourg Red Cross, Parc de la Ville, C.P. 404, *Luxembourg 2*.
- MADAGASCAR — Malagasy Red Cross Society, 1 rue Patrice-Lumumba, *Antananarivo*.
- MALAWI — Malawi Red Cross Society, Mahati Magandhi Road, *Blantyre* (P.O. Box 30080, Chichiri, *Blantyre 3*).
- MALAYSIA — Malaysian Red Crescent Society, National HQ, No. 32 Jalan Nipah, off Jalan Ampang, *Kuala Lumpur 55000*.
- MALI — Mali Red Cross, B.P. 280, *Bamako*.
- MAURITANIA — Mauritanian Red Crescent, B.P. 344, Avenue Gamal Abdel Nasser, *Nouakchott*.
- MAURITIUS — Mauritius Red Cross Society, Ste Thérèse Street, *Curepipe*.
- MEXICO — Mexican Red Cross, Calle Luis Vives 200, Colonia Polanco, *México 10 DF*.
- MONACO — Red Cross of Monaco, 27 boul. de Suisse, *Monte Carlo*.
- MONGOLIA — Red Cross Society of Mongolia, Central Post Office, Post Box 537, *Ulan Bator*.
- MOROCCO — Moroccan Red Crescent, B.P. 189, *Rabat*.
- NEPAL — Nepal Red Cross Society, Tahachal Kalimati, P.B. 217, *Kathmandu*.
- NETHERLANDS — The Netherlands Red Cross, P.O.B. 28120, *2502 KC The Hague*.
- NEW ZEALAND — The New Zealand Red Cross Society, Red Cross House, 14 Hill Street, *Wellington 1*. (P.O. Box 12-140, *Wellington North*.)
- NICARAGUA — Nicaraguan Red Cross, Apartado 3279, *Managua D.N.*
- NIGER — Red Cross Society of Niger, B.P. 11386, *Niamey*.
- NIGERIA — Nigerian Red Cross Society, 11 Eko Akete Close, off St. Gregory Rd., P.O. Box. 764, *Lagos*.
- NORWAY — Norwegian Red Cross, Drammensveien 20 A, *Oslo 2*. Mail add.: *Postboks 2338, Solli, Oslo 2*.
- PAKISTAN — Pakistan Red Crescent Society, National Headquarters, Sector H-8, *Islamabad*.
- PANAMA — Red Cross Society of Panama, Apartado Postal 668, Zona 1, *Panamá*.
- PAPUA NEW GUINEA — Papua New Guinea Red Cross Society, P.O. Box 6545, *Boroko*.
- PARAGUAY — Paraguayan Red Cross, Brasil 216 esq. José Berges, *Asunción*.
- PERU — Peruvian Red Cross, Av. Camino del Inca y Nazarenas, Urb. Las Gardenias — Surco — Apartado 1534, *Lima*.
- PHILIPPINES — The Philippine National Red Cross, Bonifacio Drive, Port Area, P.O. Box 280, *Manila 2803*.
- POLAND — Polish Red Cross, Mokotowska 14, 00-950 *Warsaw*.
- PORTUGAL — Portuguese Red Cross, Jardim 9 Abril, 1 a 5, *1293 Lisbon*.
- QATAR — Qatar Red Crescent Society, P.O. Box 5449, *Doha*.
- ROMANIA — Red Cross of the Socialist Republic of Romania, Strada Biserica Amzei, 29, *Bucarest*.
- RWANDA — Rwandese Red Cross, B.P. 425, *Kigali*.
- SAINT LUCIA — Saint Lucia Red Cross, 2, Mongiraud Street, *Castries*.
- SAN MARINO — Red Cross of San Marino, Comité central, *San Marino*.
- SÃO TOMÉ AND PRÍNCIPE — Sociedade Nacional da Cruz Vermelha de São Tomé e Príncipe, C.P. 96, *São Tomé*.
- SAUDI ARABIA — Saudi Arabian Red Crescent Society, *Riyadh*.
- SENEGAL — Senegalese Red Cross Society, Bd Franklin Roosevelt, P.O.B. 299, *Dakar*.
- SIERRA LEONE — Sierra Leone Red Cross Society, 6 Liverpool Street, P.O.B. 427, *Freetown*.
- SINGAPORE — Singapore Red Cross Society, 15, Penang Lane, *Singapore 0923*.
- SOMALIA (Democratic Republic) — Somali Red Crescent Society, P.O. Box 937, *Mogadishu*.
- SOUTH AFRICA — The South African Red Cross Society, 77, de Villiers Street, P.O.B. 8726, *Johannesburg 2000*.
- SPAIN — Spanish Red Cross, Eduardo Dato, 16, *Madrid 28010*.
- SRI LANKA (Dem. Soc. Rep. of) — The Sri Lanka Red Cross Society, 106, Dharmapala Mawatha, *Colombo 7*.
- SUDAN (The Republic of the) — The Sudanese Red Crescent, P.O. Box 235, *Khartoum*.
- SURINAME — Suriname Red Cross, Gravenberchstraat 2, *Paramaribo*.
- SWAZILAND — Baphalali Swaziland Red Cross Society, P.O. Box 377, *Mbabane*.
- SWEDEN — Swedish Red Cross, Box 27316, *102-54 Stockholm*.
- SWITZERLAND — Swiss Red Cross, Rainmattstrasse 10, B.P. 2699, *3001 Berne*.
- SYRIAN ARAB REPUBLIC — Syrian Arab Red Crescent, Bd Mahdi Ben Barake, *Damascus*.
- TANZANIA — Tanzania Red Cross National Society, Upanga Road, P.O.B. 1133, *Dar es Salaam*.
- THAILAND — The Thai Red Cross Society, Paribatra Building, Chulalongkorn Hospital, *Bangkok 10500*.
- TOGO — Togolese Red Cross, 51, rue Boko Soga, P.O. Box 655, *Lomé*.
- TONGA — Tonga Red Cross Society, P.O. Box 456, *Nuku'alofa*.
- TRINIDAD AND TOBAGO — The Trinidad and Tobago Red Cross Society, P.O. Box 357, *Port of Spain, Trinidad, West Indies*.
- TUNISIA — Tunisian Red Crescent, 19, rue d'Angleterre, *Tunis 1000*.
- TURKEY — The Turkish Red Crescent Society, Genel Baskanligi, Karanfil Sokak No. 7, 06650 Kizilay-*Ankara*.
- UGANDA — The Uganda Red Cross Society, Plot 97, Buganda Road, P.O. Box 494, *Kampala*.
- UNITED ARAB EMIRATES — The Red Crescent Society of the United Arab Emirates, *Abu Dhabi*.
- UNITED KINGDOM — The British Red Cross Society, 9, Grosvenor Crescent, *London, S.W.1X 7EJ*.
- U.S.A. — American Red Cross, 17th and D. Streets, N.W., *Washington, D.C. 20006*.
- URUGUAY — Uruguayan Red Cross, Avenida 8 de Octubre 2990, *Montevideo*.
- U.S.S.R. — The Alliance of Red Cross and Red Crescent Societies of the U.S.S.R., I. Tcheremushkinskii proezd 5, *Moscow, 117036*.
- VENEZUELA — Venezuelan Red Cross, Avenida Andrés Bello, N.º 4, Apartado 3185, *Caracas*.
- VIET NAM (Socialist Republic of) — Red Cross of Viet Nam, 68, rue Bà-Trìu, *Hanoi*.
- WESTERN SAMOA — Western Samoa Red Cross Society, P.O. Box 1616, *Apia*.
- YEMEN ARAB REPUBLIC — Red Crescent Society of the Yemen Arab Republic P.O. Box 1257, *Sana'a*.
- YEMEN (People's Democratic Republic of) — Red Crescent Society of the People's Democratic Republic of Yemen, P.O. Box 455, Crater, *Aden*.
- YUGOSLAVIA — Red Cross of Yugoslavia, Simina ulica broj 19, *11000 Belgrade*.
- ZAIRE — Red Cross Society of the Republic of Zaire, 41, av. de la Justice, B.P. 1712, *Kinshasa*.
- ZAMBIA — Zambia Red Cross Society, P.O. Box 50 001, 2837 Brentwood Drive, Longacres, *Lusaka*.
- ZIMBABWE — The Zimbabwe Red Cross Society, P.O. Box 1406, *Harare*.